DOCUMENT RESUME

ED 126 043 95 SP 010 239

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TITLE	Innovation in In-Service Education and Training of Teachers--United Kingdom.
INSTITUTION	Organisation for Economic Cooperation and Development, Paris (France). Centre for Educational Research and Innovation.
SPONS AGENCY	National Inst. of Education (DHEW), Washington, D.C.
PUB DATE	76
NOTE	128p.; For related documents, see SP 010 232 and 010 235-241
EDRS PRICE	MF-$0.83 HC-$7.35 Plus Postage.
DESCRIPTORS	*Case Studies (Education); Decentralized School Design; Foreign Countries; *Innovation; *Inservice Teacher Education; Teacher Centers; *Teacher Education; Teacher Education Curriculum; Teacher Educators; Teachers; Universities
IDENTIFIERS	*United Kingdom

ABSTRACT

This report on the inservice education and training (INSET) of teachers in England and Wales has two purposes: (1) it describes and critically analyzes five major, significant, and potentially adaptable innovative INSET practices; and (2) it relates these five case studies to the national INSET context and explores some of their implications for the future of INSET nationally and internationally. Section One talks about the development of INSET, previous programs leading up to its establishment, present functioning and objectives, and outlines the contextual framework for INSET innovations. Five case studies of innovative approaches to INSET in England and Wales are presented in Section Two. They include: Teacher Induction Pilot Schemes Project; Colleges of Higher Education and INSET; INSET at a Distance; the Open University; Local Curriculum Development and INSET; and School-Focused INSET. The final section identifies some of the major issues arising from the first two sections and explores their implications for INSET policy in England, Wales, and elsewhere. A bibliography is included. (SK)

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INNOVATION IN IN-SERVICE EDUCATION AND TRAINING OF TEACHERS

UNITED KINGDOM

U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

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CENTRE FOR EDUCATIONAL RESEARCH AND INNOVATION (CERI)

INNOVATION IN IN-SERVICE EDUCATION
AND TRAINING OF TEACHERS

- UNITED KINGDOM -

by

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This case study is one of a series carried out within the CERI programme with the help of a grant from
the National Institute of Education, United States

ORGANISATION FOR ECONOMIC CO-OPERATION AND DEVELOPMENT
1976

25.717

PROLOGUE

This report should be read with several qualifications borne in mind. First, like the other reports in the project, it was written under considerable pressure of time. Second, apart from Case Study 2, which was written by Mr. J. Porter, the report was written by one person and, therefore, it inevitably represents a partial and incomplete account; very helpful discussions and consultations were held about the chosen topics and their treatment but in a field as diverse as this there will undoubtedly be differences of opinion about these. Third, much of the information was derived from secondary sources and here, too, one is only too conscious that a better informed judgement might well have led to different conclusions. Fourth, because of shortage of time and space, the report deals only with England and Wales and not with Scotland and Northern Ireland.

R. Bolam,
Bristol, May 1976.

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SECTION I: INTRODUCTION: THE NATIONAL CONTEXT

1. Background

The purpose of this report on the in-service education and training (INSET) of teachers in England and Wales is twofold. First, to describe and critically analyse five major, significant and potentially adaptable innovative INSET practices; second, to relate these five case-studies to the national INSET context and to explore some of their implications for the future of INSET nationally and internationally.

Although the report has been written at a time of great change and uncertainty, it is clear that a watershed has been reached in the development of teacher training. As Dr. William Taylor, the Director of the University of London Institute of Education recently put it, 'the post-McNair era is effectively at an end'. The post-war framework for teacher education resulted from the establishment of university-based Area Training Organisations (A.T.O.) following the publication in 1944 of the McNair Report on teacher education. The latter part of the post-war period saw major developments, particularly in initial training. The old two-year certificate course was abandoned in favour of a minimum three year course; the 1960s saw the rapid expansion in size of the colleges of education to meet the national shortage of teachers, this period also saw the introduction into the colleges of a four year Bachelor of Education (B.Ed.) degree, validated by the universities.

This pre-occupation with initial training left little time for any serious thought to be given to INSET. The system grew in a rather ad hoc and uncoordinated fashion until, by 1970, it was clear that, at the very least, some rationalisation was called for. Since 1970 the reports, discussions, proposals and changes have come thick and fast: we have had a parliamentary Select Committee Inquiry, the A.T.O. Inquiries, the James Committee report, the pre-White Paper consultations, the White Paper itself and both the concurrent and subsequent contextual changes which are described below.

All of these activities stimulated a great deal of national discussion in the profession, and more generally, about teacher education and this in itself was a highly significant development. For perhaps the greatest single difference between the pre and post 1970 climate of opinions is the widespread recognition now accorded to the importance of INSET.

2. The James Report

This change is in no small measure due to the report of the James Committee (Department of Education and Science, 1972) which referred to the induction and in-service training of teachers as 'the third cycle' of teacher education which they defined as "*the whole range of activities by which teachers can extend their personal education, develop their professional* *competence and improve their understanding of educational principles and techniques."* The Committee gave pride of place to the third cycle: *"Much of the argument of this report depends upon the proposals made for the third cycle. To none of our recommendations do we attach greater importance than to these, for they determine a great deal of the thinking which underlies the report as a whole."* They explained the importance they attach to INSET in the following terms: *"A great weight of evidence submitted to this Committee, orally and in writing, suggests that a much expanded and properly co-ordinated programme of in-service education and training is essential to the future strength and development of the teaching profession. We have been very much impressed by the unanimity with which a large expansion of in-service training has been urged by the associations representing not only the teachers who would directly benefit, but also the many different agencies who would have to provide the courses, and the local education authorities who, in large measure, would have to foot the bill. The arguments in favour of such an expansion are very strong. It is self-evident that pre-service education and training, together with the probationary year, can be no more than a foundation. In that initial period it is impossible to foresee, let alone to provide for, all the demands that may fall on the teaching profession in future, or on individual members of it during their careers."* Thus, the James Committee was, in a very important sense, making recommendations which reflected views which were already widely held but their report was so radical and controversial that a much wider debate and hearing was given to the proposals than might otherwise have been the case.

3. The Pre-White Paper Situation

Following the James Report a great deal of national discussion and consultation took place about it in the context of the projected Government policy statement on education. As far as teacher training was concerned these discussions focused on the James Report's proposals and alternatives to them There was general agreement that change was needed, though the universities were perhaps the least convinced of this, and that the teacher training continuum - initial, induction and in-service (sometimes referred to mnemonically as the triple-I continuum!) - provided a desirable framework of reference. What then was the position at this time?

a. Initial Training

The position in initial teacher education may be summarised by reference to the following Table:-

Student Teachers Admitted to Initial Training Courses: October, 1972

(Source: Statistics of Education, 1972)

Type of Course \ Type of Institution	University Departments of Education	Colleges of Education	Polytechnic Departments of Education	Other (e.g. Technical and Art)	TOTAL
One year postgraduate	5,134	5,128	96	-	10,358
Three and four year	-	34,859	828	-	35,687
Other	150	2,146	111	2,180	4,587
TOTAL	5,284	42,133	1,035	2,180	50,632

Almost 75% of all student teachers were receiving their training in colleges of education and were taking mainly three year certificate or four year B.Ed. degree courses. These colleges were almost completely 'monotechnic' (i.e. they dealt only with student teachers) and their awards were validated by their local university. About 20% had taken a three-year degree course at a university or polytechnic and were studying for a one-year postgraduate professional qualification. About half of this group were in university departments of education and half in colleges of education.

b. Induction Year

Following their initial training, all beginning teachers are required to complete a one-year probationary period of full-time teaching. This is supposed to be an induction period and is the responsibility of the schools and the local education authorities. However, few of them have organised systematic or structured induction schemes and generally, speaking, the initial training institutions have played little part in any such schemes.

c. INSET

INSET is less easy to describe and quantify. No agreed definition exists and statistical data about INSET is woefully inadequate: the last comprehensive survey was carried out ten years ago (see Cane, 1973); the latest D.E.S. figures are for 1973 but these are, in any case, lacking in both detail and specific relevance. For our present purposes we may regard INSET as consisting of all courses and training activities undertaken by qualified teachers, including progationers, these may range from an evening or week-end conference at a Teachers' Centre to a full-time Masters or Doctoral programme at a university.

It is up to individual teachers to decide whether or not they want to attend an in-service training course, but they can only obtain paid release to attend a full-time course with the agreement of their employing L.E.A. In 1972-73 about 3,000 teachers (or less than 1% of the overall teaching force of 365,000) attended full-time courses lasting either one term or one year. It is important to note that these figures exclude both part-time and shorter courses. In 1970 the D.E.S. estimated that about 5½ million pounds was being spent on in-service training in England and Wales as compared with about 80 million pounds on initial training. The main providers of the longer courses are the universities and the colleges of education. The main providers of the shorter courses are the L.E.A. advisers, the L.E.A. teachers' centres and the universities. The university-based Area Training Organisations have tried to coordinate these various in-service activities but one measure of the difficulty of doing so is that in 1966-67 there were approximately 500 providing agencies offering about 8,000 courses of all kinds.

4. The White Paper

In 1972 a government policy statement was issued in the form of a White Paper, which proposed a substantial increase in both induction and in-service education and training (Cmnd. 5174, 1972). The essence of these proposals was as follows:-

a. INSET

i) All teachers to be entitled to release for INSET for periods equivalent to one term in every seven years of service (eventually one term in five years).

ii) A substantial expansion of in-service training to begin in the school year 1974-75 and thereafter to continue progressively so as to reach the target of 3% release by 1981.

iii) Local authorities and teachers' associations to negotiate an agreed basis for release, bearing in mind the need to strike a balance between the needs of individual teachers and those of particular schools.

iv) Opportunities to be preserved for some teachers to attend courses of more than three months' duration.

b. Induction

i) Probationers to receive help during their induction year;

ii) probationers to be released for not less than one fifth of their time for in-service training;

iii) their overall timetable to be lightened to three-quarters of a full teaching load;

iv) sufficient teachers to be made available to make this possible;

v) the profession to play a full part in induction;

vi) professional tutors to be appointed in each school and trained at the professional centres;

vii) a network of professional centres to be established, based principally on existing training institutions and teachers' centres;

viii) a pilot scheme to be mounted in four areas with the aim of introducing a national scheme in the school year 1975-76.

c. Coordination Machinery

i) University-based A.T.O.s to be replaced by new regional coordinating committees;

ii) A national Advisory Committee on the Supply and Training of Teachers to be established.

These and other related proposals contained in the White Paper have been implemented to varying degrees. They, and some of the issues raised, form the substance of much of the rest of this Introduction and, indeed, of the report as a whole. The totality represents something of a 'seamless robe' and thus the order in which the recommendations and issues are dealt with in the following pages may appear somewhat arbitrary.

5. Consultative Machinery

At national level an Advisory Committee on the Supply and Training of Teachers (ACSTT) has been reconstituted. Its membership is drawn from three main interest groups: the teachers' professional associations, the local education authorities and the INSET providing agencies (e.g. colleges of education and universities); the D.E.S. is also represented. This committee's main task is to advise the Secretary of State on his '*central responsibilities for teacher supply and training*'.

ACSTT has established a sub-committee on induction and in-service training (INIST) which has now produced several discussion papers and reports on INSET needs and provision, on the role of colleges as providing agencies, on the first year of the induction pilot schemes, and on overall priorities in INSET. These papers have been widely disseminated and have formed the basis for discussions between L.E.A.s, teachers' associations, INSET providing agencies and other interested groups at local, regional and national levels. These discussions in themselves represent a significant innovation in consultation and planning for a national INSET policy.

Currently being considered are two fundamentally different sets of proposals on the reorganisation of consultative and administrative machinery for INSET at regional level. It is generally agreed that there are three inter-related tasks to be taken into account when establishing such machinery. These have come to be known as functions A, B and C:-

A. the promotion, coordination and supervision of INSET, including induction, and the related professional centres within the region;

B. the promotion, coordination and supervision of the distribution of initial teacher training courses, in number and kind, among non-university institutions of higher education;

C. the coordination and provision of further and higher education generally in the non-university sector.

The 1972 Government White Paper proposed replacing the existing University-based Area Training Organisations (A.T.O.s) by Regional Committees for Teacher Education (R.C.Cs.T.E.). These would be co-terminous with, but independent of, the existing Regional Advisory Councils (R.A.C.s) which at present carry out function C. A.C.S.T.T. supported this proposal and the recommendations that the R.C.Cs.T.E. should be responsible only for function A.

However, the Council for Local Education Authorities (C.L.E.A.), which speaks for all local education authorities, then made a counter proposal that the university A.T.O.s and the R.A.C.s for further education should both be replaced by single bodies called Further Education Advisory Council for the Region (F.E.A.C.R.s). These would be responsible for all three functions, i.e. they would:

> *'consider, promote, monitor and advise on the planning, coordination and development in the region of all levels and forms of further education outside the universities including the initial, induction and in-service training of teachers (whether provided in institutions maintained by L.E.A.s or those provided by voluntary bodies).'*

C.L.E.A.'s counter proposal has met with considerable opposition, particularly from the universities. The old A.T.O.s and the proposed R.C.Cs.T.E. were essentially trans-binary, i.e. representative of both university and public-sector institutions. The universities consider that F.E.A.C.R.s would mainly represent public-sector interests. They are especially critical of C.L.E.A.'s proposal that F.E.A.C.R.s should establish a sub-committee *'with terms of reference and membership on the lines'* of the proposed R.C.Cs.T.E. because: *' ... a trans-binary body, for which independence was regarded as fundamental, would be transformed into a second-level committee of a regional council essentially responsible for work in the public sector'.* C.L.E.A.'s view is that the need to rationalise the arrangements must logically point to the creation of a single, new body, because the R.A.C.s ought to be abolished rather than modified, because two bodies would be less efficient and more expensive and because neither alone would attract a high level director of the sort needed.

The debate has now reached a stalemate after ranging very widely over the long term implications for university autonomy, the need to take account of possible changes in both local government's financing and the devolution of certain central government powers to regional authorities, and, finally, the desirability of regional bodies at all. At present the government has not made a decision and the A.T.O.s have been invited to carry on pro tem.

It is likely that the ten or eleven regions envisaged as the units for consultation and coordination will be too large for certain purposes and that sub-regional machinery will be necessary to facilitate, for example, inter-L.E.A. consultation. In any case, each local authority area will almost certainly set up consultative machinery. Several L.E.A.s have already taken the initiative in doing this but, as yet, it is unclear how significant are the undoubted differences between the constitutions and functions of these committees.

Providing agencies are being encouraged to set up committees, representing teacher and L.E.A. interests, to advise the institution's permanent academic staff about the relevance of their existing and projected INSET courses. At school level heads are being encouraged to consult with staff about INSET needs and provision within the school and to establish an INSET committee where this seems appropriate. At present, although there is no comprehensive information available, it is probable that few providing agencies and schools have actually established this machinery.

6. Broad Aims of INSET

The INIST sub-committee suggested that the broad aim of INSET was *'to enable a teacher to monitor and shape his professional development'*. It should enable teachers:-

"a. *to develop their professional competence, confidence and relevant knowledge;*

b. *to evaluate their own work and attitudes in conjunction with their professional colleagues in other parts of the education service;*

c. *to develop criteria which would help them to assess their own teaching roles in relation to a changed society for which the schools must equip their pupils;*

d. *to advance their careers."*

The sub-committee's view was that the interests of other groups, particularly the schools, the local authorities and the providing agencies, also had to be taken into account. It therefore attempted to identify, in a non-prescriptive fashion, the INSET needs of teachers, schools and L.E.A.s and the features of a coherent system of provision.

7. The Career Profile

The concept of a career profile for teachers was suggested as a guiding framework, although it was recognised that it would *'not precisely fit the professional development of every teacher'.*

1. *"A teacher first needs to be initiated successfully into his professional career in a specific school. The INDUCTION YEAR will include a teacher's first INSET experience.*

2. *... there follows a period of perhaps some four to six years when the young teacher needs to consolidate his professional confidence by adding to his knowledge and developing his skills. This is probably best achieved by a series of relatively short courses which are SPECIFIC in their content and application. Since teachers would wish to relate INSET undertaken to the work they are immediately involved with, a lengthy period of absence from school would be unhelpful and these specifically focused courses would perhaps best be dealt with by a combination of short periods of full-time study and more extended periods of part-time study....*

3. *After some five to eight years in the profession, there is the need for a teacher to reflect on his work to date and in the light of this evaluation to consider the direction of his career over the next few years. If this REORIENTATION and refreshment is to be successful, a teacher will need to distance himself to some extent from the immediate situation in which he has been involved and this would seem an appropriate time for secondment for at least one term ... (this) ... could initiate a change in career direction or confirm and enhance the direction to which a teacher was already committed.*

4. *... (then) there would seem to be the need for further studies on a part-time/full-time basis, somewhat similar in length to the specific courses outlined above but different in character and higher in standard. These ADVANCED SEMINARS should give teachers the opportunity to develop specialist expertise and knowledge.*

5. Before the mid-point in a teacher's career, say, after twelve to fifteen years in the profession, a number of teachers will need to re-equip themselves in a major way for new and substantial responsibilities which will require of them leadership and management in various forms within the education service. It would be an appropriate time for ADVANCED STUDIES which could take a variety of forms, requiring a substantial period of release - at least one term and in some cases a year. Some teachers will not be undertaking more responsibilities but will need a period of secondment at this point in their careers to re-assess their existing ones.

6. While it is more difficult after the mid-career point to discern broad requirements it is possible to identify two groups of teachers with distinct needs. A relatively small number of "middle managers" and administrators will need to be prepared for what one might term TOP MANAGEMENT within the education service and specific provision for them could be made at a relatively small number of centres. There is also a more substantial group of teachers with long service, perhaps in one school, who may not have, and possibly have never sought, prospects of advancement in the profession.

The major need of this group is for REFRESHMENT, not necessarily within the setting of a formal course. They need the opportunity to get away from school in order to replenish their intellectual and cultural reserves so that to the qualities of experience and stability which they bring to their teaching there may be added some new interest or renewed enthusiasm as they enter the latter part of their careers."

8. The Needs of Schools and L.E.A.S

Alongside the needs of teachers, the paper set those of schools and local authorities:-

> *"Educational and social change makes new demands upon schools, as upon local education authorities, and leads heads and teachers to reconsider the existing curricular and organisational patterns to make them more appropriate to the new situation. This in turn creates a need for a programme of staff development so that the staff may acquire the skills necessary to achieve the educational objectives they have formulated to serve the children they teach.*
>
> *Whilst some of these in-service training needs result from changes originating externally, such as the reorganisation of secondary education in an area, others arise from innovation within the school itself. Examples of the latter might be the adoption of vertical grouping in a primary school, and in a secondary school the introduction of some form of integrated studies or more substantial careers education provision.*
>
> *A staff development programme will be no less necessary for a school in a relatively 'steady state' situation to provide for such needs as the induction of new entrants to the profession and of experienced teachers new to the school; refreshment and up-dating for long-serving teachers; training or further study in preparation for promotion or new responsibilities in the school."*

In the nationwide discussions about the paper, the career profile concept attracted a lot of attention and some criticism. The criticism was mainly directed at its apparent inflexibility and supposed prescriptiveness. The profile was undoubtedly crude and arbitrary and it will no doubt be modified and elaborated to take account of these criticisms: for example, it should be possible to devise several, alternative profiles to indicate how the careers of reasonably typical teachers generate various INSET needs. However, the follow-up paper stressed that the paper was certainly not intended to be prescriptive.

9. INSET Provision

This follow-up paper dealt with INSET provision and finance. Its aim was to relate provision to the needs of teachers, schools and L.E.A.s identified in the first paper and to needs arising from regional and national circumstances.

a) L.E.A. Provision

Most local education authorities provide INSET through two major agencies: teachers' centres (see Case Study 4) and L.E.A. advisers. Most L.E.A.s have teams of advisers and advisory teachers whose job it is to advise the authority's teachers and schools. The number and functions of advisers vary considerably between authorities and as yet little systematic data exists about their work (cf. Bolam, Smith and Canter, forthcoming). In general it can be said that the 2,000 or so advisers (no figures are available for advisory teachers) organise a great deal of INSET which usually takes the form of evening meetings and day conferences on practical topics. Because their courses are usually short and do not carry any formal awards, no statistics are kept about them.

b) Colleges of Education

In the past, colleges of education have concentrated predominantly on the initial training of teachers. Indeed there is some evidence that they were actively discouraged from offering INSET by local authorities who regarded the provision of INSET outside the universities as the responsibility of their advisory teams and teachers' centres (cf. Hollins, 1973).

This situation is changing for three main reasons. First, the drastically reduced demand for teachers in the system has led to a massive over-supply of college lecturers which will be partially alleviated by the adoption of the government's policy of allowing 20% of college staff time to be taken up with INSET activities, including induction. Second, the economic crisis has led local authorities to recognise that the colleges offer enormously valuable INSET resources in the form of accommodation and equipment. Third, these first two reasons have led to a reassessment of the potential contribution of college lecturers to INSET and a, sometimes grudging, recognition that this contribution can be a valuable one.

The current position is that colleges, and faculties of education in the re-organised institutes of higher education, are actively seeking to mount INSET courses which will ensure that they are able to justify employing 20% of their staff for this purpose. Case Study 2 deals in detail with some of these issues. At this point we may simply note that it is the longer award-bearing courses offered on a part-time basis which appear to offer colleges the best way of achieving viability for their INSET staffing component. Hence, many colleges are currently preparing, and submitting to the C.N.A.A. and local universities for validation, INSET courses at first degree and advanced diploma level. Others are seeking to negotiate informal 'contracts' with neighbouring local authorities to ensure a reasonable and continuing take-up of short courses (Hencke, 1976).

c) Universities

The main contribution to INSET by universities is in the provision of award-bearing courses. The position in 1973, for example, is summarised in the following table:-

Postgraduate Education Students in Universities in Great Britain: 1973
(Source: D.E.S. Statistics of Education, Vol. 6, 1973: Universities)

	Full-time	Part-time
Research work for a higher degree	314	1,183
Other research work	27	19
Taught courses for a higher degree	706	1,173
Taught courses for other qualifications (not P.G.C.E.)	2,305*	1,273
Total	3,352*	3,648

* approximate figures only

In addition, however, most universities provide short courses of a more directly practical kind. In a typical term in the University of Bristol A.T.O., for example, the Further Professional Studies Division offers over 50 courses varying from a one-day conference to several two-term, part-time courses.

d) The Department of Education and Science

The D.E.S. makes three main types of contribution to INSET. Her Majesty's Inspectorate, numbering about 500 across England and Wales, influence schools and colleges during their regular visits through their contributions to courses organised by other agencies. They themselves also organise short courses, of approximately four to fourteen days' duration, on a national and regional basis. In 1973, for example, they organised 118 such courses for primary and secondary schools attracting over 6,000 qualified teachers as students. Their third main contribution is via the courses organised jointly with the University Area Training Organisations.

A.T.O./D.E.S. Courses were initiated and funded by the D.E.S. in 1970 *'to encourage provision of courses of a substantial nature to fill the gap between the short courses of up to a week or 10 days' duration already provided by many L.E.A.s and A.T.O.s and the advanced courses leading to formal qualifications'*. The courses were to be basically part-time. One suggested pattern was *'an initial course of 5 to 10 days followed by a 2 hour weekly session covering 2 school terms, ending with a summarising conference or a further full-time session'*. According to Hammond, 1975, H.M.I. and the seventeen universities involved organised 76 such courses in 1973 and enrolled 3,373 students. The courses usually lasted 80-90 hours and proved to be generally successful, although they did encounter some problems of low enrolment and high drop-out rates, mainly because of the heavy time commitment involved and the lack of any accreditation incentives. With the demise of the A.T.O.s the future of these courses is unclear.

The following diagram summarises some of the ideas expressed above. It is taken from the second discussion paper on 'Provision and Finance' by the INIST sub-committee in which the diagram was introduced as follows: *'Although the diagram moves from the smaller through to the larger body it is not meant to represent a hierarchy of institutions; 'small' and 'local' are not to be interpreted as meaning 'low-level'. The purpose of the diagram is to indicate the possible functions and relationships of each of the institutions and administrative bodies within the total pattern.'*

AN INSTITUTIONAL PATTERN FOR INSET

BODY OR INSTITUTION	RESOURCES, FACILITIES AND SERVICES	MANAGEMENT AND CONSULTATIVE ARRANGEMENTS	INSET WORK UNDERTAKEN
SCHOOL (including Independent Schools)	Opportunities for observation, experience and testing of ideas. Accommodation for lectures, discussion etc. Resource Centres etc.	Policy forming body of School. Staff member with responsibility for co-ordination of INSET activities	Training and support for staff developme related to school's general policy. Guidance to individual members of staff. Staff conferences and working parties. Release arrangements for staff in liaiso with LEA and/or Governors.
LOCAL TEACHERS' CENTRE	Accommodation for lectures and discussions. Workshop and AV facilities. Display areas. Social facilities.	Warden/wardens Teachers' committee	Short courses of immediate professional relevance. Longer courses where justifi by local demand eg on day release basis Informal Working groups Demonstration of materials Close liaison with Teacher Education Units and Schools.
LEA	Administrative services. Residential Conference Centres Other supporting services: eg Public libraries Ed. Tech. Centres CC TV consortia	Local Inspectorate and Advisory Staff INSET Advisory Committee representative of LEA, teachers, Teacher Education Units, other HE Institutions	Stimulation, support and provision of INSET in Schools, Local Centres etc. General administration of INSET within th area - teacher replacement etc. Liaison with Regional Committees, Teacher Education Units and Schools of Education.

BODY OR INSTITUTION	RESOURCES, FACILITIES AND SERVICES	MANAGEMENT AND CONSULTATIVE ARRANGEMENTS	INSET WORK UNDERTAKEN
COLLEGE/ DEPARTMENT OF EDUCATION IN THE PUBLIC SECTOR	Accommodation for lectures, seminars and private study. Library, resources centre, workshops, studios, laboratories A V and other technical services.	Direction by the department through a faculty board or departmental committee with representation from teachers and LEA	Award bearing courses; some of these in co-operation with Schools of Education. Other courses of substantial content. Opportunities for private study. Researc and enquiry. Conferences and short cours often in co-operation with LEA and Local Centres. Production of teaching material
UNIVERSITY SCHOOL OF EDUCATION	High level library resources. Teaching accommodation. Research facilities.	Direction by department/school in co-operation with the Regional Committee. Representation from teachers and LEAs	Provision and some co-ordination of award bearing courses. Provision for private study. Servicing of courses mounted elsewhere. Research and enquiry Liaison with Regional Councils; co-operat with Teacher Education Units, LEAs etc.
REGIONAL COMMITTEE	Administrative Services	Permanent Secretariat Council: LEAs, Teachers (of all kinds), H E Institutions, DES (HMI)	Promotion, co-ordination and oversight of INSET in the region. Economic deployment of resources. Liaison with constituent bodies and institutions. Liaison with national bodies.

10. INSET Costs and Finances

The second INIST sub-committee paper on INSET outlined the financial position as follows:-

"The cost of INSET may be regarded as comprising:-

i. the salaries of the teachers released
ii. expenditure on the provision of courses
iii. financial support to teachers (payment of tuition fees, travelling and subsistence)
iv. expenditure on LEA advisory services and LEA administrative costs.

In the present situation the payment for items (i), (iii), (iv) and part of (ii) is met by local education authorities. Each authority determines within its overall resources derived from local rates and the government's rate support grant, what proportion shall be devoted to INSET and the distribution of that sum among the various forms of INSET activity. Certain elements of the expenditure (e.g. 75 per cent of the salaries of teachers seconded for full-time courses of four weeks or more) are at present shared among all authorities through the expenditure pool for teacher training and advanced further education.

The cost of the provision of courses (after taking account of income from tuition fees) is met in a number of ways:-

i. in universities, from general university funds derived from the UGC quinquennial grants: decisions on the resources to be allocated to courses for teachers are a matter for the authorities of the individual universities;
ii. in voluntary (direct grant) institutions of higher education, by the DES as part of the cost of maintaining the institution;
iii. in institutions maintained by local education authorities, by the maintaining authority, which is able to charge the costs of approved courses lasting four weeks or more full-time (or the equivalent in part-time) to the expenditure pool."

11. Incentives and Awards

There are three main incentives for teachers to attend INSET courses in the U.K.: the intrinsic merits of the course, academic awards and improved career prospects. A fourth possible incentive - financial gain - has generally not been a major factor.

Short courses, especially those run by the L.E.A., offer neither financial gain nor academic award. They may, however, offer improved career prospects in two senses: the fact that a course has been attended can be included in a teacher's curriculum vitae; attendance at L.E.A. courses brings teachers into contact with L.E.A. advisers whom they may perceive as being influential in the hunt for promotion.

Longer, award-bearing courses at universities, polytechnics and colleges of education offer teachers the relatively tangible gain of an academic award. Probably the most valued have been those offered by universities but the situation is changing and the awards offered by polytechnics and colleges in the form of their own certificates and diplomas and degrees validated by the Council for National Academic Awards (C.N.A.A.) are becoming increasingly popular. Although the situation in each university differs, most of them offer three sorts of award-bearing INSET courses: first, they offer a part-time Bachelor of Education (B.Ed.) degree to teachers with professional qualifications but no first degree; second, they offer three levels of academic courses in the form of the Advanced Diploma, requiring one year's full-time or two years' part-time study, the Master of Education (M.Ed.) degree, requiring one year's full-time or two years' part-time study or research, and the Doctor of Philosophy (Ph.D.), requiring a minimum of two years' full-time or three years' part-time research; third, they offer further professional studies certificates for courses, with a more practical, classroom orientation, which require one year's part-time study.

Very few teachers have a Ph.D. but Advanced Diplomas and M.Eds. are becoming increasingly common: indeed many local authorities now appear to expect prospective secondary heads to have an M.Ed. degree. Two main criticisms have been made about university INSET courses: that they are insufficiently relevant to the practical needs of schools; that university autonomy has led to confusion about the nature and status of the numerous types of award offered. Although Further Professional Studies courses are partly designed to meet the first criticism, it is likely that polytechnic and college provided INSET courses will attract teachers and L.E.A.s if they are manifestly practical and of shorter duration. The second criticism continues to have some validity: although some university staff (e.g. Krowlson, 1974) have advocated rationalisation of the award structure, the situation remains confused.

Satisfactory attendance at certain longer courses has provided the only direct financial incentive for U.K. teachers: they can obtain one extra salary increment (currently £120) for such attendance. However, this is such a small amount that it is extremely unlikely to motivate teachers to attend INSET courses.

12. Contextual Developments

Current forecasts indicate a fall in pupil population during the 1980s and this has led to a re-appraisal of the demand for teachers during the late 1970s and early 1980s. The government is now planning for a teaching force of 453,000 in 1980, including 9,000 teachers to cover the development of release-based induction and in-service training. The consequence is that, outside the universities, the total size of the teacher training system will be about 57,000 places, including 12,000 places for induction and in-service training. The comparable figure for 1971-72 was about 114,000 and thus the size of the non-university teacher training system will have to be halved over a ten year period.

The implications of these proposals for the colleges of education in particular are profound and far-reaching. It is likely that up to 30 of the 152 colleges will be closed and that up to 1,400 lecturers will face redundancy or re-training. Already, the closure of 17 colleges has been announced.

Simultaneously, the government has initiated a radical programme of reorganising and merging the colleges to rationalise the use of their resources. When this reorganisation is completed there will probably be only about 20 monotechnic colleges, with some 15,000 students; a further 15,000 students will be trained in polytechnics which have incorporated some of the old colleges of education; about 30,000 students will be trained in institutes of higher education and liberal arts colleges which have been formed by various sorts of merger between colleges of education, colleges of art and colleges of further education; and, finally, about

5,000 prospective teachers will continue to be trained in university departments of education.

Major changes in the procedure for validating awards are also taking place: in future it is likely that the Council for National Academic Awards (C.N.A.A.) will validate an increasing number of these. It is also likely that the Diploma in Higher Education will become a fairly common feature of higher education. The two-year course leading to the Dip. H.E. award will be available to prospective teachers but also to both students who plan to take up other careers and those who have not yet decided. It ought, therefore, to provide a useful way for the colleges to diversify their student intake but it is not yet clear how attractive it will be to students or how acceptable it will be to employers as a terminal qualification.

These changes within teacher training and higher education have to be seen against a background of problems and of proposed and actual changes on the broader educational, economic and political fronts.

First, as far as teachers in schools are concerned, the major implication of the projected size of the teaching force in the 1980s is that it will mean teacher unemployment and redundancy. Qualified teachers leaving colleges are already finding it difficult to obtain a first teaching post and this situation will undoubtedly get worse. At the other end of the career scale, discussions are now being held between teacher unions and the government about ways of introducing early retirement, with appropriate compensation, for certain types of teacher.

Second, the whole issue of how local government should be financed is currently being studied by a Royal Commission. At present, the position is that the government gives a block rate support grant to local authorities and that it cannot earmark sums within that grant for particular purposes. Thus, although central government claims to be making enough money available to the local authorities to enable them to pay for teacher release to attend INSET activities, they cannot compel the local authorities to spend the money allocated in this way. If the payment of teachers' salaries were, as has been proposed by some, to be made centrally then this situation would be changed.

Third, another Royal Commission is also studying the whole problem of devolution of governmental powers to the regions. Inevitably, the debate about the structure and functions of the regional coordination machinery for INSET has become bound up with these wider issues. The various proposals all have implications for further and higher education both in the public (i.e. non-university) and university sectors and, therefore, for the relationship between the two.

Fourth, and most important of all, there is the economic crisis. When the James Committee and White Paper proposals were first discussed, the economic climate was such that the teacher supply projections could be viewed optimistically and positively: there was enough money available to use the teacher surplus to introduce much needed improvements in induction and in-service and to base these on a 3% release of teachers. The November, 1973, oil crisis and the subsequent change in the economic climate transformed the situation into one in which public expenditure has had to be drastically cut at both national and local levels: there has, therefore, simply been no money available to introduce these changes. The present proposal is that they should be introduced in 1977-78, economic circumstances permitting!

13. INSET Innovations

Apart from the subjects of the five case studies there are, of course, numerous other INSET activities ongoing at present. Several of these might easily have formed the basis of full-length case studies but, for reasons of space limitations, one example only is described here: INSET for educational administration and management.

In the U.K. the term 'administrator' has traditionally been restricted to educationists working outside schools in L.E.A. offices etc. Headteachers have resisted the idea that they are administrators and most of them continue to teach even if, as in large secondary schools, this is only possible for one or two hours each week. The growth of large comprehensive secondary schools with 100 or more teaching staff and numerous ancillary aides has, however, led to a general acknowledgement that the administrative component in the roles of heads, deputies and departmental heads is a very substantial one. This view is also now generally held about the roles of heads and deputy heads in primary schools. Consequently the traditional opposition to the idea of administrative training has crumbled rapidly in recent years and there has been a burgeoning grow[illegible] training activity in this field.

Naturally, most of this training takes place in-service since it is aimed at experienced staff. Current examples include the following. Since 1967 Her Majesty's Inspectorate have run a series of regional and national COSMOS courses on secondary school management (White, 1974). Several local authorities now run their own courses: the Inner London Education Authority has established a Primary Management Centre which organises courses for heads and deputy heads in primary schools; a consortium of local authorities has set up the North West Educational Management Centre at Padgate College of Education, Warrington (Barry and Tye, 1972). A number of polytechnics have been designated as Regional Management Centres and have established award-bearing courses: for example, Sheffield Polytechnic offers Diploma and Masters courses in Education Management Studies. A number of universities also offer Diploma, Masters and Doctoral qualifications as well as non-award-bearing short courses in this field: examples here include the universities of Bristol, Cardiff, Glasgow, London, Southampton and Sussex. Television programmes have played a part in these developments: Taylor, 1973, was responsible for three pioneering T.V. series; the Open University has recently made a major contribution by producing two courses in the broad field of administrative studies in education (Fowler et al., 1973; Houghton et al., 1975).

Educational management and administration is a particularly eclectic field and this is evident in the different approaches which appear to have been adopted in the courses mentioned above. Generalisations must inevitably be highly speculative, given the absence of hard evidence, but the writer's impression is that the polytechnic courses have tended to draw more heavily upon experience and literature from industrial management; that university courses have emphasised social science theory; and that L.E.A.-organised courses have drawn primarily upon practitioner experience. As yet, little directly relevant research work has been carried out though there has been some (e.g. Hilsum, 1972; Lyons, 1974; Richardson, 1973). Apart from the Open University's contribution, the most significant development has been the formation of the British Educational Administration Society (vide Hughes, 1975, pp. 2-3).

14. The Case Studies

The case studies which follow are of five innovations in INSET in England and Wales, chosen to exemplify significant and potentially adaptable approaches. As indicated above, several other innovations might have been chosen but were finally omitted mainly because it was considered that they either had their origins, or were at least as well developed, outside the U.K.

The first two case-studies - on the Teacher Induction Pilot Schemes Project and the developing INSET role of Colleges of Higher Education - explore responses to national policy decisions. The third study describes some of the less well publicised aspects of distance teaching, and especially the Open University, in INSET. The final two case studies - on the part played in INSET by local curriculum development agencies, especially teachers' centres and on school focused INSET - each attempt to explore and analyse the ways in which a decentralised approach to INSET works out in practice.

CASE STUDY 1: THE TEACHER INDUCTION PILOT SCHEMES (T.I.P.S.) PROJECT

1. Introduction

The difficulties associated with the first year of teaching have for long been a matter for serious concern in the United Kingdom and several government sponsored committees and research studies have pointed to the need for improved induction arrangements. Following the James Report and the 1972 Government White Paper, 'Education - a Framework for Expansion', plans were made to establish experimental induction schemes in five local education authorities but, mainly for financial reasons, only two authorities - Liverpool and Northumberland - were finally able to implement the pilot schemes. They began their preparatory work during the academic year 1973-74 and the September 1974 cohort of probationary teachers was the first to experience the new induction arrangements.

In broad outline, the two schemes followed the White Paper proposals, interpreting these in the light of relevant sections of the James Report, the Consultative Documents from the Department of Education and Science, previous relevant research work (Taylor and Dale, 1971; Bolam, 1973) and, most importantly, local circumstances and needs. Thus, both authorities gave reduced teaching loads to probationers; teacher-tutors were appointed and trained to help probationers within their schools; courses were arranged for probationers at outside centres. The main difference between the two schemes lay in these outside courses: Liverpool was able to establish six professional centres; Northumberland had no suitable teachers' centres or colleges in which to establish such professional centres and, moreover, for geographical reasons it made much greater use of residential block release courses for probationers.

In Northumberland 218 probationers and 104 teacher-tutors were appointed in 92 of the county's 243 schools, most of which were in the more heavily populated urban areas in the South-East of the county. Thus, the range was from a single probationer in a two-teacher school on the Cumbria border to fifteen probationers in a large urban high school. Since Northumberland was in the midst of re-organising its secondary education on a three-tier system, the probationers came from ten types of school. In Liverpool, 758 probationers and 370 teacher-tutors were appointed in 339 of the city's 352 schools.

2. Evaluation

Two local evaluators are based on the Universities of Liverpool and Newcastle. The University of Bristol School of Education is responsible for the national evaluation of these two government-funded schemes and also of several other interesting schemes which are being carried out by the L.E.A.s concerned without additional government funding. The differences between the various schemes are such that a controlled experimental design was not possible. The evaluation design for this action research project is therefore based upon comparative case-studies of each L.E.A.'s scheme using an evaluative research (Weiss, 1972) or illuminative evaluation (Parlett and Hamilton, 1972) approach.

As substantial a proportion as possible of these separate case-studies is based upon a common conceptual framework. The project has been conceptualised as an exercise in the management of the implementation of a complex, national innovation (Bolam, 1975a, 1975b). As indicated in the Table this main innovation contains several complex sub-innovations each working to different timetables and involving diferent change agents and target users. Accordingly, the project's activities are being evaluated at five principal levels: national, regional, local, professional centre and school.

The basic general criterion adopted to assess the success of the schemes was that of informed professional judgement: the views of those involved were obtained through questionnaires, intensive interviews, case-studies and observation. In this way the evaluators have gained a reasonably comprehensive and reliable picture of the range of opinions on the scheme held by probationers, teacher-tutors, experienced teachers, heads, professional centre staff, advisers and administrators. The evaluators also adopted a common policy of concentrating on the practical issues and problems of the schemes.

This report is based upon two earlier papers by Bolam, 1976, and by Bolam et al 1976. Three limitations on its scope should be noted. First, it concentrates on only two of the levels mentioned above: the centre and school levels. Second, it deals almost entirely with the Liverpool and Northumberland schemes. Third, it covers only the first year of schemes which are ongoing and have a further year and a half to run.

The Teacher Induction Pilot Schemes (T.I.P.S.) Project

Major Levels and Components

Level	No.	A. The Change Agent System	B. The Innovation System	C. The Target User System
1. National	1.1	Minister + D.E.S. Administrators	National Scheme: Finance and Logistics	The National System: LEAs; professional associations; colleges; universities; polytechnics, etc.
	1.2	Minister + HMI	National Scheme: Professional Aspects	The National System: (as above)
2. Regional	2.1	Minister + D.E.S. Administrators	New Regional Co-ordinating machinery	The National System: (as above)
3. Local Education Authority	3.1	LEA Administrator	Finance + Logistics of the whole Induction Scheme	The LEA: local politicians, administrators; professional associations; schools; colleges; etc.
	3.2	LEA Adviser for INSET	Professional aspects of the whole Induction Scheme	The LEA: professional associations; schools; colleges; etc.
4. Professional Centre	4.1	Centre Coordinator	Creation of a new role: professional centre coordinator	The professional centre and its catchment area
	4.2	Director of Training Course/ Programme	Teacher tutor training programme	All teacher tutors in an LEA
	4.3	Director of Induction Course/ Programme	Probationer induction courses: outside school	All probationers in an LEA
5. School	5.1	Head	Probationer induction programme: inside school: logistic aspects	All staff in a school
	5.2	Teacher tutor	Creation of a new role: teacher tutor	All staff in a school
	5.3	Teacher tutor	Probationer induction courses: inside school: professional aspects	All probationers in a school
	5.4	Teacher tutor	Professional induction of one probationer	One probationer
	5.5	One probationer	Creation of a new role: beginning teacher	One probationer

3. Release and Replacement

In both schemes the probationers and tutors were given reduced teaching loads: the probationers had a 75% teaching load and the tutors were given one quarter of a day for each probationer. In Northumberland, most probationers were given a half-day for in-school induction activities and the remaining half-days were accumulated and used for the block release courses. In Liverpool, most of the first term's activities were school-based whereas most of terms two and three were given over to centre-based courses. In Northumberland, the reduced teaching load was particularly valued by the high school probationers. In Liverpool, 90% of the probationers and tutors interviewed regarded it as the most beneficial aspect of the scheme because of the extra time it provided for lesson preparation and marking. A number of headteachers and advisers considered that many probationers would have left their schools had it not been for the lightened teaching load.

Thus, informed professional opinion in the two main schemes is generally in favour of a reduced teaching load for probationers. This is not to say, of course, that there were no disadvantages or problems. In infant and first schools especially, many probationers disliked disrupting their relationship with their classes; the quality of the primary supply teachers is crucial and it has proved difficult to find replacement staff of adequate quality in some primary schools; small secondary schools have had particular problems in finding specialist subject replacements; the January probationer entrants caused difficulties because they overlapped for a part of two academic years; it was not always possible to free both tutor and probationer at the same time; it was not clear how the release time should be allocated throughout the year; some Liverpool probationers said that their only release time during terms two and three had been taken up with external centre-based courses; some schools did not timetable the release time for 'induction' but labelled it as 'free' time, thus causing some misunderstanding amongst experienced staff and a tendency for probationers to lose this 'free' time to cover teacher absences. In general, the replacement issue appears to have loomed larger in Liverpool, presumably because of the higher numbers involved. A permanent team of supply teachers has been established in response to this need but, in any case, it is anticipated that the supply situation will be eased because of the reduction in teacher recruitment.

Although slightly different formulae were used for calculating how many additional staff should be allocated to schools with probationers, the cost of releasing probationers and tutors in both authorities was approximately £1,000 per annum per probationer. As such, this was clearly the most expensive single item in the schemes, accounting for the bulk of the total costs. Before any final decisions are made on the worthwhileness of this expenditure, account will be taken of possible alternatives. For example, there is some feeling in the two pilot areas that, for both professional and administrative reasons, the one and a quarter days lightened teaching load could be reduced to one day with corresponding financial savings.

4. Teacher-Tutors and Induction Within the School

Apart from the reduced teaching loads for probationers, the most significant innovation in the two main pilot schems has been the introduction of a teacher-tutor in each school and in large schools of more than one teacher-tutor. In Northumberland, of the 104 tutors appointed, under 10% were headteachers or deputy heads and they were paid a basic sum of £100 plus £20 per probationer up to a maximum of £200 for five probationers. Half a day per week was allocated for school-based activities and the equivalent of the remainder of the induction time (i.e. half a day per week) was used for block release courses. The exceptions were some larger high schools which ran their own completely school-based programmes. In Liverpool, of the 370 tutors, 46% were heads or deputies and they were paid on a pro-rata scale to a maximum of £288 for six probationers. The first term was mainly given over to school-based activities and the spring and summer terms to centre-based courses. In both authorities tutors were released for other timetabled commitments on the basis of a quarter of a day per probationer.

In general, the tutors have worked successfully in helping probationers to settle into their schools more easily. Evidence from Northumberland, for example, indicated that over 70% of probationers welcomed the idea of someone being there specifically to help them, but in both schemes secondary probationers continue to consult the Head of Department for specialist subject help. School-based activities were highly valued by almost 80% of the probationers in Liverpool and Northumberland because they were perceived as immediately relevant to the individual problems of the probationers.

Somewhat paradoxically, although school-based activities were highly valued, there was considerable evidence that tutors were uncertain how best to use the time, particularly as the year progressed. Why should this be so? Neither the James Report nor the White Paper gave any details about the teacher-tutor role. Thus, when the Liverpool and Northumberland Advisory Committees for the pilot schemes set about their task of advising the tutor training programme organisers, they really had very little to guide them. Inevitably, much of their early thinking and discussion dealt with such matters as the appointment and payment of tutors and relatively little detailed advice was provided for the 400 or so tutors in the two areas. However, the Liverpool Advisory Committee did suggest that they should assist 'the new teacher, either directly or through specialist colleagues, to develop effective teaching techniques in the classroom' (Liverpool Education Committee, 1975, p. 11) and it also agreed that tutors should be familiar with:-

> 'Formal and informal techniques for the analysis of teaching and learning situations and for the subsequent diagnosis of individual probationers' strengths and weaknesses.'

and

> 'Techniques of counselling and group leadership.'

The Northumberland guidelines were roughly similar but, understandably, the job of filling in the details of this outline in both schemes was left to the training course organisers and, ultimately, to the tutors themselves when they actually came to carry out their new roles. How, then, did this work out in practice?

First, let us consider briefly the training courses which were organised for the tutors. It is worth recalling the climate of opinion in the teaching profession at the time. On the one hand, the National Union of Teachers, 1973, argued that courses for tutors should last for at least one month. On the other hand, the National Association of Schoolmasters, 1973, was doubtful about the need for any training at all. In the event, Liverpool organised a 10-day 'briefing' programme and Northumberland ran a 5-day 'initial preparation' programme. Although courses differed both between and within (e.g. for primary and secondary tutors) the two schemes, one striking feature was common to all courses: only a small proportion of the total time was given over to training or practice in what we may call supervision skills (Mosher and Purpel, 1972).

The vast majority of the Course Sessions dealt with exploratory discussions of the tutor's role, lectures on such topics as probationers' needs and external support agencies (e.g. the Welfare Service) and visits to colleges of education.

What of the way tutors actually interpreted their role in action? The clinical supervision framework is not directly applicable but it does indicate certain key questions and issues which we may regard as indices of the extent to which tutors favoured and implemented the supervisory role. The Liverpool evaluator reports (Hill, 1974) that over two thirds of his sample of 178 tutors saw their most important function as being 'to counsel, encourage, advise and reassure' the probationers. About one fifth said it was 'helping with organisation, discipline, lesson planning, and generally fostering management skills in the classroom', but not one ticked the following items:-

> 'Observing and commenting upon the amount of learning taking place in the probationer's classroom.'
>
> 'Joining in with the probationer in his room in a teaching situation.'
>
> 'Arranging for the probationer to observe me teaching.'

Only four tutors saw their main job as:-

> 'Offering advice and guidance with teaching techniques.'

In Northumberland, the local evaluator discovered (McCabe, 1975) that probationers generally disagreed with the statement:-

> 'Someone should watch you teach and discuss your performance with you.',

although high school probationers were less inclined to disagree than first and middle school probationers.

Intensive pilot interviews of over half the staff in seven schools provided data which largely corroborates these questionnaire findings. For example, at the end of the school year staff were interviewd in one primary school in which the teacher-tutor was clearly both extremely conscientious and competent. She had not, however, either observed her probationer teach or arranged for her to observe a colleague teaching. But she did stress that she helped her probationer to evaluate her own performance during their regular and systematic discussion session each Monday morning:-

> 'I have no set scheme, but I do try to help her to be clear about her aims, how far she achieves them and what, if anything, has gone wrong.'

The tutor pointed out that, while she could, in principle, observe her probationer teaching, '...one does not want to intrude'. The probationer's view was that having the tutor observe her would be '...like going back on teaching practice', although she did say that she wouldn't mind regular visits.

The tutor's views on arranging for her probationer to observe either herself or another senior colleague teaching were:-

> 'If she is having difficulties it may be necessary but it could cause her to lose standing with her own class. If nobody else does, she is seen to be different.'

Another interviewee, this time an experienced teacher, considered that 'teaching is a personal thing and it is not desirable for a young teacher to copy an experienced colleague'. The oldest respondent in this school was a man who was very supportive of the overall scheme; he thought that both sorts of observation were best 'left out' because of the difficulties they could cause.

Thus, although the teacher-tutor role was defined by the programme organisers in a certain way, it is doubtful whether the role was actually implemented in this way. In considering this issue, we may usefully distinguish between two major components in the teacher-tutor role by placing them at opposite ends of a continuum:-

PASTORAL ⟵⟶ TRAINING

The pastoral component involves helping the probationer with personal (e.g. accommodation) and professional (e.g. information about school rules) tasks and problems. The training component involves helping probationers to improve their general pedagogical skills (e.g. classroom management) and specialist subject skills (e.g. reading or physics). There appears to be fairly general agreement in the profession as a whole and in the pilot areas that the pastoral component is a legitimate part of the teacher-tutor role. Moreover, teacher-tutors appeared to be emphasising this aspect of the role (although some are reluctant to carry out too many personal support activities) and frequently mentioned that they want to be first and foremost a friendly and supportive colleague. Hill's findings, above, support this view. The training component, which many regard as the raison d'être of the tutors' role (and which is closely similar to the clinical supervision concept mentioned earlier) was defined as an explicit part of the role in the pilot areas. But, although the tutors accepted that training was part of their role, they tended to interpret it in terms of discussions outside the classroom and they were, apparently, disinclined to employ classroom observation as the basis for it. The situation was clearly one in which tutors were allowed some freedom to interpret their role. This was in part due to the fact that, in a pilot scheme, some flexibility was essential. But the reluctance of the Advisory Committees and of the teacher-tutors to grasp the training nettle too explicitly probably also arises from certain strongly held beliefs in the profession.

First, let us consider the response from the interviewee above, which is a very significant one. She associated observation sessions with her school practice experience as a student teacher. Thus, there is an implication, echoed in the tone of the Liverpool Advisory Committee's role specification, that classroom observation is inevitably linked with assessment. This is especially true where tutors are also heads and therefore responsible for the probationary year assessment process. This issue was not a prominent one in Northumberland where only a small proportion of teacher-tutors were heads. However, in Liverpool, where almost half the tutors were heads or deputies, there was evidence to indicate that some probationers were reluctant to seek help from their tutor when the latter is the head: 90% of those interviewed expressed this view. Where possible, heads should delegate teacher-tutor responsibilities to one of their senior staff.

Second, there is a clear suggestion, echoed in the replies of the teacher-tutor, that the probationer's professional status would be diminished, especially since none of the other staff either observed or was observed by colleagues. Obviously, practices vary: in some schools team teaching or an open plan organisation create a climate in which it is normal for teachers to work alongside and observe each other at work; in other schools the ultimate professional sin is to enter a classroom in which a colleague is teaching; in between there are a whole range of 'climates'. However, it has to be recognised that observation of teaching and the clinical supervision model will be interpreted by many teachers as a threat to their cherished classroom autonomy and is, therefore, likely to be unacceptable to many of them.

In the light of these two factors, it is not really surprising that the briefing and preparation courses paid little attention to skill training for tutors. But there are two further reasons related to the inherent difficulties of training in supervisory skills. The first reason is exemplified in the N.A.S. policy statement, referred to earlier, which reflects a fundamental disagreement about the validity of the view that there is anything especially difficult about helping a probationer which an ordinary experienced teacher colleague cannot handle. This is often coupled with a lack of awareness of recent developments in teacher training methods. The second reason is that very few people actually possess the relevant training skills: it is hardly surprising that these did not figure prominently in the tutor training courses since the number of people in the country experienced enough to mount a sustained training course in, say, micro-teaching or interaction analysis skills (i.e. as opposed to giving a descriptive lecture) is so small. In any case, although micro-teaching and interaction analysis ought to be components in a training course, their concerns are too narrow for them to be sufficient in themselves. The essence of the teacher-tutor's task is that he has to deal with the whole of a probationer's experience in a real life context.

Clinical supervision skills, with their focus on teaching content as well as method and their recognition of the practical constraints (e.g. the normal school timetable) within which tutors have to work, are essential. Yet even this combination of training skills could be improved upon. Ideally, they would be supplemented by micro-counselling training (Ivey and Rollin, 1974) and change agent training (Havelock and Havelock, 1973).

5. Induction Outside the School

Northumberland has no formally designated professional centres but it has used three local colleges of education, the University and its own teachers' centre and field study centres for external courses. These have consisted of termly, one-week block release courses and half-day subject sessions for probationers in high and middle schools. Liverpool designated six professional centres in local colleges of education and its own teachers' centre. After three, one-day sessions in the autumn term, the probationers attended centre-based courses for one day each week during the spring and summer terms. Although the structure and timing of the courses was different, the topics covered in both L.E.A.s were broadly similar. Outline examples of two of the Liverpool centre programmes are given on the next page. Reading, mathematics, art and craft and physical education proved popular with primary probationers, while secondary probationers recommended mixed ability teaching, the teacher and the law and specialist subject topics.

Although probationers generally preferred school-based to centre-based activities, nevertheless 60% of them valued the centres and the external courses because of the opportunity they provided for meeting and discussing with colleagues from other schools and for the resource facilities they offered. The termly block release courses were received favourably in Northumberland: for example, 84% of probationers who attended the final block release courses said that they would recommend next year's probationers to attend a similar course. Liverpool participants have indicated a preference for full-day rather than half-day release on the grounds that it means less travelling time and less disruption to the school timetable; this view was especially strong among the secondary probationers.

Attendance at the primary courses was much higher than at the secondary courses. Over 90% of primary probationers attended the courses in both authorities; secondary probationers' attendance was more difficult to quantify because of the many optional courses offered but it was generally much lower. All probationers fairly frequently said that the courses duplicated work they had previously done in college. Some acknowledged that this was not necessarily bad since it was often useful to look again at a topic in the light of their current school experience. Others, however, considered that the topics were irrelevant to their needs. Moreover, it seems clear that the style and methods adopted by some course lecturers, including some who were practising teachers, were inappropriate as far as the probationers were concerned. It is, of course, notoriously difficult to generalise about responses to courses. For example, 70% of secondary probationers in Liverpool apparently preferred the 'Specialist' to the 'General Professional' part of their course and regarded the distinction itself as arbitrary and unhelpful. Yet the minority of probationers who had received a shorter period of professional training (e.g. on P.G.C. courses) or none at all (e.g. some maths and science graduates) welcomed the professional courses. There was, and probably

LIVERPOOL TEACHERS' CENTRE

JUNIOR

FIRST HALF TERM

6 Tuesdays (13th January - 18th February)

9.30 - 12.00
1. Teaching Children to Read.
2. Basic Mathematics 7 - 9
3. Physical Education
4. Use of basic reprographic machines

1.00 - 3.30
1. French
2. Science 5 - 13
3. Language
4. Needlecraft

6 Thursdays (15th January - 20th February)

9.30 - 12.00
1. Teaching Children to Read
2. Basic Mathematics (9 - 11)
3. Art and Craft Education
4. Use of basic audio visual equipment

1.00 - 3.30
1. Music
2. Religious Education
3. Supplementary Mathematics
4. Local Studies

SECOND HALF TERM

3 Tuesdays (4th March - 18th March)

9.30 - 3.30
1. Art and Craft Education
2. Music
3. Use of basic Audio-Visual equipment
4. Basic Mathematics 9-11

3 Thursdays (6th March - 20th March)

9.30 - 3.30
1. Science 5 - 13
2. Physical Education - The Indoor Lesson
3. Language
4. Basic Mathematics 7 - 9

You will see that sixty new teachers each Tuesday and Thursday would give groups of fifteen, each of which would hopefully be led by more than one leader. In this way I hope that we can offer some individual attention. In discussing style and content I have stressed the one criterion that must govern each option - that what is done must have real relevance to to the new teachers' classrooms, and must be of a practical nature. Options should follow the following pattern -

Session 1	Introduction and demonstration of techniques and materials.
Sessions 2 - 5	Workshop activities resulting in techniques and materials to be used each week in the classroom.
Session 6	Conclusion - A summing up - Display and explanation of work produced by new teachers.

CHRIST'S/ST. KATHARINE'S COLLEGE PROFESSIONAL CENTRE

A. GENERAL PROFESSIONAL

Provisional Programme for Professional Time - Spring Term 1975

	←½ hour→	←——— ½ hour ———→	←½ hour→
Week I	CM/Seminar	Legal Obligations	
Week II	CM/Seminar	Options (each lasting for two weeks): 1. Slow Learners. 2a. The Education System in Liverpool. Opportunities in Education b. First Aid and Emergency Procedures. 3. A.V. Resources. Radio and T.V. in Schools	
Week III	CM/Seminar		
Week IV		Social and Economic Factors Affecting Education in Liverpool	Seminar
Week V		The social background of children; back-up services; pastoral care beyond the school; how society helps disturbed children.	Seminar
Week VI	Visits: (options)	1. Libraries 2. Museum 3. Factory visit and careers 4. Teachers' Centre 5. Special Schools	
Week VII			
Week VIII		Relationships with Parents and Children	Seminar
Week IX		Relationships with Parents and Children (continued) - Case studies and discussion	Seminar
Week X	CM/Seminar	Advisers/Centre Time - an attempt to wind up this term's work and to outline arrangements for next term.	

NOTES: 1. A break of about 15 minutes should be built into each session.

2. The Classroom Management (CM) sessions are envisaged as having two purposes.

(a) to provide each new teacher with a "home base" in the Centre;

(b) to discuss problems which have arisen in schools and to suggest possible solutions.

always will be, dissatisfaction with parts or the whole of some courses. It is vitally important, therefore, that course organisers should be able to obtain feedback to make reasonable modifications in the short and longer terms. Such modifications have been made for the current year's courses in the light of the evaluators' comments and the organisers' own monitoring arrangements.

The most effective role for teacher-tutors in centre-based activities is unclear at present. Ideally they would contribute to the courses but, since the probationers would also be out of school at the same time, the burden on the rest of the staff would be unacceptable. Ways are now being sought to involve tutors in the course planning stage.

6. Conclusions

Two major, innovative pilot induction schemes have been successfully introduced in an urban L.E.A., Liverpool, and a rural L.E.A., Northumberland. In both schemes, 75% of the probationers were positively in favour of a planned induction programme for next year's probationers; moreover, the informed, professional judgement of heads, teacher-tutors and others involved was that the schemes were worthwhile, effective and to be recommended.

The most valuable single feature of the two schemes is, by general agreement, the 25% reduced teaching load which cost approximately £1000 per probationer. The positive effects of the schemes include the following: a majority of Northumberland headteachers thought that the probationers' teaching performance had been improved by the scheme; Liverpool advisers said they could identify and help probationers 'at risk' more quickly than hitherto; Northumberland heads said that the external courses helped to improve their probationers' teaching performance while, in Liverpool, there is evidence to suggest that absenteeism amongst probationers has been reduced; in both authorities heads considered that the scheme had assisted the schools by easing the probationers' entry into the profession and there is evidence that many probationers are much better informed about professional resources in the area. Finally, the organisers and evaluators of both schemes have remarked upon some unanticipated outcomes: that there has been an 'opening-up' of schools, centres and colleges because of the interchange which the scheme has encouraged; that teacher-tutors have themselves experienced some significant professional development; and that many schools have been stimulated to look afresh at their overall policies.

The purpose of the pilot schemes was to identify problems but, significantly, criticism has been directed at particular features rather than at the scheme in principle. In general, probationers have expressed a strong preference for school-based activities. The challenge to induction scheme organisers is to strike the right balance between school and centre-based activities.

The Government's original intention was to introduce a full, national induction scheme with 25% release for probationers in 1975-76. For financial reasons this has been delayed and although the latest official target date is 1977-78, this, too, will obviously depend upon economic circumstances. In the meantime, local authorities in England and Wales and Northern Ireland are making what improvements they can within their normal in-service budgets (Bolam and Baker, 1975; Northern Ireland Council for Educational Research, 1976).

CASE STUDY NO. 2 - COLLEGES OF HIGHER EDUCATION AND INSET

1. The Background

Following the James Report (D.E.S. 1972) on teacher education, the establishment of Government policy (Cmnd. 5174, 1972) and the reduction of teacher training places from 114,000 to 60,000 by 1980 the system of teacher training has been substantially reorganised: half the training places in future will be in polytechnic-type or university institutions, leaving less than 30,000 places in institutions that have teacher education as a major commitment. In these latter institutions a small number will be monotechnic colleges of education, but training will in the main be concentrated in diversified institutions. While polytechnics and other colleges of further education will establish schools and faculties to take responsibility for teacher education, the model discussed below refers to the new institutions that are emerging from the previous teacher education colleges in response to the Government's encouragement that "some colleges, either singly or jointly, should develop over the period into major institutions of higher education concentrating on the arts and human sciences, with particular reference to their application in teaching and other professions".

These new institutions are normally referred to as Colleges of Higher Education. Rather more than half their places are likely to continue to be devoted to initial and in-service teacher education and allied professional preparation. It has been decided that one-fifth of all their teacher training places should be devoted to in-service education and training. Such colleges, therefore, represent a major resource for INSET. There are, however, a number of difficulties associated with such a major shift in the colleges' monotechnic initial training role to one that requires them to diversify into other forms of higher education and to establish a substantial commitment to in-service education and training. With regard to college policy and administration, INSET has to be made a major priority. In view of the economic difficulties facing education authorities, financing tends to be based upon full-time students on taught courses, but the strategy for in-service education and training may require a very different deployment of staff and finance.

Whereas many aspects of the higher education enterprise may be carried on relatively independently by the college, INSET requires close co-operation on a regional basis with local education authorities, teachers' associations, advisory staff, other colleges and universities, teachers' centres and schools. In addition, close contact with such bodies as the Schools Council and the Department of Education and Science is required. Good communications between all the various partners of the enterprise are essential. This calls for sensitive and flexible administration in a situation where, as in Britain, the regional machinery is still undecided. It is vital, therefore, to identify senior staff in the college and support staff who will be committed to the development of INSET. The internal college structure will require a budget for its activities and full access to the total resources of the college. The college should also be seen as an institution that establishes a close relationship between initial and in-service education and training, so that it is, in fact, developing teacher education as a continuous process. In addition, it should show its willingness to see its own staff profiting from in-service education and training, as well as conducting research and development activities that directly confront issues of concern for the schools.

It is obvious that the reduction in the number of initial training places provides spare capacity which can now be redeployed for INSET. Less obvious but possibly more critical is the effect of the massive reduction in new recruits upon the capacity for change, innovation and refreshment in what in the next fifteen years will be an aging and economically vulnerable teaching force. It is already clear that in Britain the problem is not one of the total stock of teachers but of the range, flexibility and appropriateness of those currently working in school. At a time of falling birth-rate characteristic of many countries in the developed world, the objectives of inservice training have to include some of those normally carried by initial training: in particular, this relates to the need to meet new social and economic demands, as well as to redefine approaches to teaching and learning.

Over the next few years, colleges will be establishing different strategies to overcome problems in the way of successful development of INSET. The case study below is of one such college - Bulmershe College of Higher Education - which has attempted to wrestle with the above problems since 1972.

2. Case study - Bulmershe College of Higher Education

Bulmershe College, Reading, was established as a teacher education college in purpose-built accommodation in 1964, and in 1972 had approximately 1,250 full-time teacher training students. The great majority were taking a Teacher's Certificate of the University of Reading, but some 70 were on the final year of a B.Ed. degree, and approximately 40 were following a Postgraduate Certificate of Education. A small number of teachers were following an in-service course on the teaching of mathematics and a few short courses on various aspects of the curriculum.

Currently, initial training courses have changed dramatically: all students admitted to the college now pursue a Bachelor of Education degree over three or four years and in 1977 there will be nearly 900 undergraduates; the college is independent from the University for its undergraduate awards, which are validated by the national degree-granting body, the Council for National Academic Awards. There are currently 120 postgraduate students, some 60 places are allocated for community and youth work courses, and it is intended to offer a further 50 places for social work training. Approximately 60 students are following a new two-year higher education programme known as the Diploma of Higher Education, and it is proposed to offer a B.A. honours degree for up to 100 students in September, 1976. Over 100 teachers are studying full or part-time in the college. The total number of students is roughly the same as in 1972, but there has been a fundamental shift in direction following the concept of three cycles proposed by the James Committee, producing a new interaction between higher education, initial and in-service education and training. From the beginning, the college fully accepted the argument as expressed by the James Committee that "the best education and training of teachers is that which is built upon and illuminated by a growing maturity and experience. In-service training comprehends the whole range of activities through which teachers can extend their personal education, develop their professional competence and improve their understanding of educational principles and techniques." In addition, it was accepted that the initial training proposals in the college depended for their force upon what was argued and recommended for in-service training. Thus, the college's B.Ed. degree assumed the establishment of a pattern of continuing education and training of teachers. Thus, the twin objectives of initial training were seen as being to "equip the student to be as effective a teacher as possible in the first assignment, and to provide him with a basis upon which his in-service training can be methodically built."

Public discussion has recently tended to separate INSET from the question of initial training, and in some cases from induction. However, if such a view dominates, in-service training and initial training will both fail to realise their full potential. It will be unsatisfactory for colleges to carry out initial training unless in their professional work they are also entrusted with some responsibility for the continuing education of teachers. Otherwise they will be unable to assess the value of their training for the 'early concerns' of the teachers, and lack a base for the continuous review and reappraisal of the higher education and professional training courses offered to teachers at the initial stage.

Within Bulmershe College, therefore, five schools of study have been established: a School of Professional Studies (concerned with teacher education, training for community and youth work, social work, etc.), a School of In-Service Education and Research (all forms of in-service training, research and development), a School of Educational Studies, a School of Humanities and a School of Environmental Studies. Each school has a dean, each of whom is of equal standing with full responsibility for the courses and activities of the school. The 128 tutors in the college are all voting members of two schools of study, and the majority assist in the teaching of courses in more than one school. The School of In-Service Education and Research works closely with all the other schools but, in particular, with the School of Professional Studies. The majority of tutors in the field of in-service education will also be engaged in initial training. However, with specific reference to INSET, the School of In-Service Education and Research has developed some major areas of activity.

3. The College as a Resource Centre

The college has a major library and resource centre plus various other facilities that are freely available to all serving teachers in the region. In addition, the county's training agency for community and youth work was established at the college when the initial training course for community and youth workers began in 1975, The college is one of the largest study centres in the South of England for adults pursuing Open University courses, and discussions are well advanced with a view to integrating Open University students into a number of college courses, particularly those which require the use of specialist facilities, such as the creative arts, languages, etc. Resources are therefore staffed in the evenings, at weekends and through the vacations. Such general use requires support from the college as a whole, but it is increasingly under the auspices of the School of In-Service Education and Research. Inevitably there are some limitations upon the use of the college as a resource centre because of the lack of the necessary finance to enhance the provision and, in particular, to cover additional staffing costs. However, much can be done within existing resources, and certainly many institutions of higher education could be much more fully used by the interested adult with specific needs.

4. Curriculum Development and Innovation

Although the simple availability of resources is important, one of the major functions of a college of higher education should be to influence the educational activities going on within the region, particularly in the schools. Bulmershe has a Regional Curriculum Centre in the Humanities which is generously supported by finance from the Schools Council in terms of materials and certain staffing costs. It provides materials in all the humanities projects from the major sources, and at the same time gives guidance in the use and development of the various curriculum materials in schools. This is a more specific aspect of the college as a resource centre, but one that is inextricably linked with human resources and the establishment of a growing number of skilled and experienced teachers able to sustain curriculum innovation in schools and to build new insights more appropriate and relevant for the needs of a particular region. Such regional curriculum centres are critical if the substantial energy devoted to curriculum development is to become diffused throughout the system. Diffusion, in fact, has been one of the major missing links in curriculum reform, but colleges and teachers' centres can now play a critical role in such diffusion. The college is currently discussing the possibility of establishing a curriculum centre for United States Studies, which forms part of one of its new undergraduate programmes.

5. In-service Courses

The In-Service School has the major responsibility for offering award-bearing courses. A range of substantial one-term and one-year courses is offered in fields such as the teaching of mathematics, teaching of reading, Third World studies, nursery education and social biology. However, the majority of teachers in England are still non-graduates, and a critical problem has been to enable such teachers to achieve graduate status but at the same time serve their urgent needs as practising professionals. The college now offers a C.N.A.A. B.Ed. honours degree for serving teachers which is firmly based on the principle of a professional degree, enabling teachers to develop their professional competence and broaden their perspective and knowledge of education. Major emphasis is placed upon the study of the school and the classroom, utilising the teacher's own working situation as an integral part of the course. Opportunities are also provided for the study of the curriculum, its underlying theory, educational problems, management in education, and the techniques and interpretation of educational research. The programme is unit-based, allowing the student to vary the length of the course to fit in with personal wishes and circumstances. All teachers will be required at the beginning of their course to undertake a reappraisal and evaluation of classroom practice, and to engage in the process of personal and group evaluation. Techniques such as micro-teaching, simulation and interaction analysis will be introduced. Later, all students will examine techniques for analysing curriculum materials for use in school and establishing a basis for making decisions on the curriculum. Curriculum work will include a summer school. Finally, all students will similarly be expected to study innovation in the classroom through a practical workshop study based on the teacher's own classroom and school. In view of the lack of a centralised curriculum in the United Kingdom and the consequent emphasis upon the individual teacher as a source for the development of curriculum and teaching method, the college's in-service B.Ed. programme is regarded as a critical, new initiative and a possible model for the organisation and structuring of a variety of relevant in-service programmes.

Although the in-service degree, aimed at non-graduate teachers, remains one of the major awards offered by the college, there is still room for high-level and specific awards concerned with particular aspects of education. A particularly important area relates to the management of schools and the provision of management courses for heads and senior staff. Thus the college is now providing a postgraduate-level Diploma in Management Studies in co-operation with another college of higher education in the region which has particular skills in the field of management.

6. Induction

The induction phase is the critical bridge between initial and in-service training. As such, colleges should be substantially involved. Given that the initial training is largely school-based (as is the case at Bulmershe), tutors will already be in touch with beginning teachers through their regular contact with schools. The School of In-Service Education and Research has already taken responsibility for all the new teachers appointed to Reading in the year 1974/75 on the basis of regular visits as advisers. In addition, an informal and socially-oriented seminar has been conducted by the college over the last seven years. The college is moving increasingly to the assignment of specific tutors to a group of schools. Such tutors would also be links for initial training, induction and in-service training. Thus, the problem of variation in the number of inductees could be accommodated.

7. Other forms of in-service support - a radical alternative

Award-bearing courses for teachers must always be an important provision of colleges and universities. On the other hand, shorter and more informal courses must be made available in order to respond to more specific and urgent needs of schools in the area. Such courses can be provided in a variety of ways, such as workshops, seminars, occasional lectures, etc. However, there is now the possibility in the United Kingdom of a radical extension of in-service provision, not merely quantitatively but qualitatively. As long ago as 1967, Robert Schaefer, Dean of the Teachers' College, Columbia, called for the development of the school as a centre of enquiry. Debate on teacher education has constantly referred to the gap between teacher trainers and the schools. In-service provision is dominated by the 'course', and the removal of the teacher from the scene of activities in the school maintains the gap between theory and practice. The contribution of colleges for the solution of the growing problems of the schools will remain marginal, and Schaefer's vision of a school discovering new knowledge and extending the impact of formal educative experience in co-operation with higher education will remain unfulfilled.

However, the Government's decision to establish a fifth of the teacher education budget for in-service provision opens up the possibilities of a radically new style of relationship between colleges and schools. At Bulmershe, following discussion with teachers, local authority administrators and the D.E.S., schools will be asked to identify particular problems and needs, and the college, through its School of In-Service Education and Research, will attempt to assist in the solution of such problems in co-operation with the school and other agencies. Basically this will be a development of the practice of tutor attachment to groups of schools which is part of the syndicate system through which the initial training is done, and which will have arisen through the problem-oriented in-service B.Ed. However, the intention of the new scheme is that schools and teachers should see the college as a major resource bank containing people with certain expertise and skills which can be unlocked and directed in relation to issues which the schools themselves raise. Thus, schools would establish a contract with the college, and tutors would normally go into the school to work alongside teachers and children as part of a co-operative enterprise. The commitment of tutors would be substantial and ongoing, possibly over a number of years. At this stage it is thought better to work at a deep and prolonged level with a limited number of schools rather than to spread the provision thinly on a 'visiting' basis. It is envisaged that genuine colleagueship will arise only through a close working partnership, in which it becomes obvious that no-one has 'answers' to problems, but that shared insights and additional effort can help to illuminate the issues of teaching and learning. It should be emphasised that such a strategy grows out of a prolonged relationship with schools in a variety of ways, including a long history of contributions from the teachers to the initial training programmes in the college and their involvement in the design and development of in-service programmes. It is intended that the consultancy and project work of tutors in the schools will be recognised by employing authorities as equivalent to 'teaching time' for salary purposes.

8. **Staff development**

Much of the most valuable in-service education and training in schools will be operated within the school itself through the informal learning network that is established between teachers and by the more formal structure of discussions, curriculum evaluations and team-teaching. As indicated above, it is hoped that the resources of the college, the courses that are provided, and the activities of assigned tutors will encourage such professional self-development by members of the profession. On the other hand, the college must also be seen to be pursuing a similar strategy. Teachers may demonstrate a certain cynicism towards teacher educators who show enthusiasm for in-service education and training as long as it is for others. Thus, the School of In-Service Education and Research in a college should pay particular attention to the development of the college staff. This will relate not only to substantial courses of secondment but also to a sharing of expertise within the college, to the retraining of staff whose roles will have to change substantially, to updating and to the acquirement of new skills, such as those required by more school-based initial training. (Mosher and Purpel, 1972) Thus, schools should receive tutors who are actively wishing to learn from them and are seeking to keep the faith that good teaching requires continuous learning and that there is no overbearing 'authority' in the area of INSET. The School of In-Service should have particular expertise in assisting individual tutors to develop personal and professional skills through independent learning as well as by virtue of courses and access to other individuals.

9. **Research**

In spite of the fact that expenditure on educational research in Britain has risen from an annual budget of some £200,000 in 1961 to well over £3,000,000 at the present time, that sum still represents an almost infinitesimal part of the education budget and there is still a paucity of research findings that can be used to provide an adequate base for professional decisions. On the other hand, it is important to avoid too narrow a definition of useful research in the field of education. Much work in the human and social sciences bears directly upon educational issues and the logic of the in-service developments referred to above is that more field-based and action research is needed than is likely to evolve. Some of the more promising developments are those suggested by Stenhouse, 1975, who argues that "a research tradition which is accessible to teachers and which feeds teaching must be created if education is to be significantly improved" (p. 165). One way of achieving such a result is discussed by Porter, 1975, who refers to the importance attached by teachers to joining working groups which involve participants in practical trials and experimentation with methods, materials and ideas (p. 92). Thus, major colleges should attempt to establish a research interest in relevant and action-based projects, and these should include scrutiny of the curriculum and practices of the college itself as well as of the schools.

At Bulmershe, the Department of Education and Science has financed a major national research project into student choice in the context of institutional change. This is an increasingly important element in the approach of the colleges, (vide Porter, 1971, p. 119). Major research projects drawing external funding are important in that they require substantial research expertise and resources. On the other hand, attention should be given to enquiries into more specific issues fully involving teachers, such as a recent enquiry carried out at the college into the teaching of language skills in the primary school. Resources of research units in colleges should be used to support as many teacher initiatives as possible where they concern enquiry or evaluation of ongoing practice. The local dissemination of 'research notes' can do much to encourage more self-critical and professional attitudes both within college and within school. Thus, it is to be hoped that research in the new colleges of higher education will have highly pragmatic and specific outcomes with particular reference to the improvement of the practice of education within the region.

10. Conclusion

The widespread commitment to the development of in-service education and training in England is also reflected in many other countries of the world, as evidenced by the XXXVth UNESCO conference on education in September, 1975 (Goble and Porter, forthcoming). Unfortunately in education, agreement and support do not always lead to action and results. In-service education and training in Britain is threatened at the moment by the severity of the economic measures that have to be taken into public expenditure, and the uncertainty about the degree of priority to give to this particular development over others that may be seen as more worthy. In such a situation it is critical that teacher educators should see in-service as a key element in the process of making education more broadly available to a wider range of people at different stages in their lives. In that sense, it is part of education permanente. The new colleges of higher education are attempting to pioneer in a number of new fields, including that of a more relevant and socially responsive higher education curriculum and a more positive orientation towards the community. The assumption of responsibility for in-service education and training fits well into such a context, and the colleges could provide the independent base for bringing into partnership the diverse agencies involved. As the James Committee pointed out, "The establishment of such a planned partnership would be more productive of quality and probably more cost-effective than any other measure proposed". There is thus the opportunity to discard the increasingly irrelevant teaching funnels of the present, and help to establish the learning networks needed for the future.

CASE STUDY 3 INSET AT A DISTANCE: THE OPEN UNIVERSITY

1. Introduction

The role of distance approaches to INSET is not one that has been adequately documented, let alone researched, in the U.K. Yet there have been a number of interesting developments in the field of t.v. and radio broadcasting which deserve to be more widely known and studied. The next two sub-sections deal briefly with developments which relate primarily to indirect modes of INSET via programmes aimed at pupils. The main body of the case study focuses on the role of the Open University in providing INSET aimed more directly at teachers.

The British Broadcasting Corporation (B.B.C.) and the various Independent Television Companies each broadcast numerous radio and t.v. programmes each year.

The B.B.C. in particular makes a very substantial contribution to indirect and direct INSET. In an average week of the three schools broadcasting terms it broadcasts about 70 radio and over 20 t.v. programmes to schools and colleges throughout the U.K. In total about two and a half thousand different radio and t.v. broadcasts are provided by the B.B.C. each year for teachers to use in their classrooms.

Meaningful data about teachers' use of broadcasts is difficult to obtain. In 1968 a B.B.C. survey estimated that one or more radio series were used in 95% of primary schools and almost 75% of secondary schools; t.v. series were used in 62% of secondary schools, 67% of junior schools but in only 13% of infant schools (mainly because so few infant schools had t.v. sets at that time). Each year the B.B.C. sells about 12½ million copies of the supporting publications for pupils and teachers to over 33,000 schools. These publications are provided by the B.B.C. on a non-profit making basis: the aim is to produce and distribute them at the lowest possible cost to schools.

Hayter, 1974, carried out an evaluation study of the use of broadcasts in schools for the B.B.C. and I.T.V. in which he drew the following conclusions about the value to teachers of broadcasts as an INSET experience:

"By using broadcasts teachers report that they appreciate having access to up-to-date information, to current curricular developments and, in some cases, to the methods employed by other teachers who have been commissioned to assist in the production of broadcast series. That they do not always approve of the last, nevertheless, indicates a critical consideration of methods of presentation. In these ways and because of the need and increased opportunity for co-operative working in a school taking broadcasts, the relative isolation of a teacher in a classroom is reduced."

"Rethinking on the part of teachers, individually and in groups, as to how they might best use broadcasts increasingly involved them in consideration of the whole educative process within the classroom and within the school. As a result, broadcast programmes tended to become - in widely varying ways - an integral part of the curriculum: their intrinsic values became more evident the more their planned use led to wider fields of interest and activity. In many cases this led to a greater measure of selection of programmes of which much more detailed and significant use was consequently made.

Choosing educational material and deciding how it can be used most effectively are important elements in both pre-service and in-service training. Using broadcasts involved both choices and decisions in a special way in that acceptance of a programme introduces to the classroom a 'live' contributor *and contribution essentially different from that resulting from the rest of written and illustrative material, not necessarily more valuable but making more immediate and more dynamic demands on the teacher who is controlling the teaching-learning situation and guiding its development. Meeting these demands is a training in itself, as also is the appreciation of what the broadcaster is doing and how best his efforts and those of the teacher can be joined. In addition, the use of broadcasts by a teacher within the context of class aims and school objectives, whether working individually or as a member of a team, creates an in-service training situation within the school, the natural and most effective centre for it."*

The B.B.C. also produces series of t.v. and radio broadcasts aimed more directly at initial and in-service training. One notable series aimed to help teachers to deal with the problems of the raising of the compulsory school leaving age from 15 to 16. In 1974-75 a 10 programme series on the 'Middle Years at School' was broadcast, dealing with some of the problems and issues facing teachers of the 9 - 13 age group. One notable contribution by I.T.V. was three series of programmes produced by Harlech Television. The first explored the problem of innovation in education; the second dealt with the problems faced by new teachers; the third examined the role of educational theory and research. The exercise was based on school-based discussion groups with group leaders (Taylor, 1973). Unfortunately these experimental efforts have not been repeated for audience size and financial reasons.

3. B.B.C. Local Radio

The B.B.C. has twenty local radio stations currently in operation. Each station has a specialist education producer who is responsible for producing education broadcasts, for children and adults, reflecting local needs. The stations operate on a partnership basis: the B.B.C. provides broadcasting time and skills; advisory panels of local educationists identify needs and provide the teachers to devise and help to produce the programmes to meet these needs. In 1974-75, for example, 130 teachers were seconded by their L.E.A.s to work with B.B.C. local radio producers. In this way the twenty stations, in co-operation with local teachers, transmit about 140 series per term for schools.

A good example is B.B.C. Radio Newcastle. The education producer, Cliff Kitney, is presenting nine programme series in the 1976 Summer Term All nine series are produced in collaboration with local educationists. The target audiences range from four year olds to adults and the topics covered include history, language development, trade unionism and women's liberation. Previous years' output is housed in an archive library at the Pendower Hall Teachers' Centre in Newcastle where it is available to local teachers.

4. The Open University

The Open University was established by Royal Charter in 1969 as 'an independent and autonomous institution' authorised to confer its own degrees. To date about 10,000 students have graduated from the Open University and some 55,000 students are currently working towards degrees and other qualifications. The Open University offers three programmes of study: undergraduate, post-experience courses and post-graduate; the latter is a research based degree and currently has about 300 students.

Undergraduates study for a credit-based degree at ordinary level (six credits) and honours level (eight credits). A credit is awarded on completion of a one year course demanding about 400 study hours and a maximum of two such courses can be taken in one year. Students can, therefore, graduate in from three to eight years depending on how many courses they take each year and whether they aim for an ordinary or honours degree. The courses are offered at four levels - foundation, second, third and fourth - in six faculties: Arts, Social Sciences, Mathematics, Science, Technology and Educational Studies. After the interdisciplinary foundation year, numerous course combinations are possible; there are over 90 course options in 1976, for instance.

There are over 5,000 students taking the fourteen post-experience courses currently available. These are non-degree courses, varying in length from five to ten months, but some do carry credit within the degree structure. They are designed for students who wish to extend their knowledge of a field related to their own career or in a completely new field.

5. Distance Teaching Methods

Most of the Open University student's time is spent at home working on correspondence material, watching television programmes and listening to radio broadcasts. They can attend local study centres for individual and group tutorials and discussions or to see and hear broadcasts they may have missed. Some courses require attendance at one week summer schools. Students take self-administered tests and do written assignments, marked by local tutors, throughout the course. These are combined with a final examination to obtain a credit.

It is commonly assumed that the television and radio broadcasts are the most important feature of the Open University's teaching methods but this is not so. As the following table demonstrates, the major part of a student's time is spent working on printed material.

TABLE 1 COURSE COMPONENTS

Course components	Student response	Approximate time spent
(i) Printed material a) Correspondence texts b) Set books c) Recommended reading	Systematic reading	65%
(ii) Television and radio a) Course broadcasts on television b) Course broadcasts on radio	Regular viewing and listening	10%
(iii) Tuition and counselling a) Individual and group tuition b) Individual and group counselling c) Summer schools	Contact with tutors and counsellors: attending study centres; meeting other students; attending summer schools.	15%
(iv) Assignments and assessments a) Practical experiments and self-assessment b) Tutor-marked assignments c) Computer-marked assignments d) Examinations	Doing practical work or projects, doing written work; taking examinations.	10%

(from Information Services Department, 1975)

6. Open University Courses as INSET for Teachers

The Open University serves as a major providing agency for INSET in two main ways: it offers a part-time in-service B.A. degree for the thousands of teachers who only have a teaching certificate; it offers several post-experience courses of direct professional relevant to teachers. The tremendous appeal of the Open University to teachers is evident from the following tables.

Table 2 Applications for O.U. Courses in 1975

Type of Applicant	Number	%
All types	49,550	100
Teachers and lecturers	11,901	24

Table 3 Teachers as an Approximate Percentage of All Faculty Registrations

Faculty	Approximate %
Arts	31
Social Science	26
Mathematics	35
Science	28
Technology	18
Educational Studies	82

The proportion of teachers applying for courses has dropped from 30% in 1972 to 24%, as indicated in Table 2. It is thought that it will probably settle at just under one quarter. Table 3 indicates that, as one might expect, teachers show a strong preference for courses in the Educational Studies faculty. Table 4 provides a more detailed breakdown of the registrations within Educational Studies.

Table 4 Educational Studies Registrations 1975

Level	Course Title	All Registrations	% Teachers
2	School and Society	1902	79
	Personality growth and learning	1687	72
	Language and learning	1500	74
	The curriculum: context, design and development	1200	92
	Decision making in British education systems	1074	86
3	Urban education	776	84
	Education, economy and politics	730	81

The three level 2 courses with the lowest proportion of teachers on them were 'Language and learning', 'Personality growth and learning' and 'School and Society', presumably because they had a more general appeal to non-teachers. The remaining level 2 courses - 'The curriculum: context, design and development' and 'Decision making in British education systems' - have fewer overall takers and a higher proportion of teachers presumably because of their more specialist appeal.

7. Post-Experience Courses

The undergraduate courses are not designed as professional qualifications and they cannot be regarded as being in the mainstream of INSET. The rationale for the post-experience courses is quite different. According to Marshall, 1974, they:

> *'have been written specifically as "updating, refresher, retraining or in-service" courses and have different regulation and fee structure from the undergraduate programmes.*
>
> *A number of L.E.A. education officers, advisers and head-teachers have been quick to see that O.U. courses in general and*

> *O.U. post-experience courses in particular can open up again the in-service provision offered by an L.E.A. Many would argue the ideal in-service situation is for face-to-face tuition to take place, particularly where practical activities are included. Yet the ideal is no use in L.E.A.s where travel for in-service courses is hampered by poor communication facilities, or by desperate teacher shortage. The Open University combination of correspondence text, TV and radio material, together with tuition has undeniable advantages in terms of cost-effectiveness.'*

The appeal of post-experience courses which are directly relevant to teachers is demonstrated in the following table.

Table 5 Registrations for Selected Post-Experience Courses in 1975

Faculty	Level	Course title	All Registrations	% Teachers
Arts	3	War and Society	727	30
Social Science	2	New trends in geography	237	35
Science/Social Science/Technology	2	Biological bases of behaviour	993	27
Technology	2	Systems behaviour	623	12
Technology/Science	2	Electromagnetics and electronics	910	20
Educational Studies	2	Reading development	1,777	79
	3	Methods of Educational enquiry: an empirical approach	700	88

The 'Reading Development' course was the first post-experience course aimed specifically at teachers. An indication of its scope and content is given in the following extract from Taylor's, 1973, introduction to the course.

This course is concerned with *improving standards of reading*. Naturally, one course cannot cover the whole field of reading. We decided, therefore, to concentrate on the *development of competence in the middle years of schooling*. Here the major concerns are to help children to develop their ability to *learn through reading* and to *enrich their experience through reading*. Thus, the course deals with reading in every area of the curriculum. At the same time, our concern throughout the course to improve standards of reading has led us to consider many additional ways in which schools might provide a better preparation for coping with the reading demands of the adult world.

A major aim of the course is to explore and to develop current thinking about the nature of reading and the reading process as a preliminary to discussing improvements in the teaching of reading. In view of this, the course team has tried, wherever possible, to consider each theoretical issue in terms of its practical implications for the reading curriculum. The course examines how children learn to read, and, following this stage, how opportunities may be successively provided within the curriculum for developing a wide variety of reading interests and reading skills.

The course seeks to develop an understanding of the kinds of skills which may be useful in helping the individual child to develop his strengths and overcome his weaknesses. To this end, the course outlines methods of helping children of all levels of ability, not just the less able. As a result of their study, we hope that students will revise upwards their previous ideas about the levels of reading that pupils can comfortably achieve if suitably motivated and given appropriate opportunities for development.

The course aims to stimulate the student to review his own role as an agent in the teaching of reading. If reading is important in every aspect of the curriculum, then every teacher must be regarded as a teacher of reading. It is intended, therefore, to develop awareness of an *extended professional role* which the teacher who has made a special study of reading may choose to undertake in relation to his colleagues and others concerned with the teaching of reading.

3.3 *An outline of the course*

Unit 1, *Perspectives in Reading*, examines the nature of reading and considers the importance of reading both as a major element in the educational process and as a major tool in everyday life. The unit also considers various aspects of the teacher's role within the wider professional context.

Unit 2, *Literature for Children*, explores the value of reading literature in general, and discusses what is meant by literature for children. The unit considers the variety of literature available for children, and how the teacher can encourage them to read it.

Units 3 and 4, *Reading Purposes, Comprehension and the Use of Context*, are concerned with the importance of context at all levels of reading activity. The units examine how reading purposes provide a context for reading and how context cues can aid comprehension.

Units 5 and 6, *Early Reading*, are intended to provide *all* students with an insight into some of the factors involved in the early stages of learning to read. The units examine the early and fundamental skills that a child must acquire and develop in order to be able to read.

Unit 7, *Developing Your Own Reading*, explores the process of Reading-for-Learning, drawing on the activities in Units 1–6. The unit emphasizes self-organization in reading. Three hours is set aside in this unit for students to do some preparatory work on the Student Workshop.

Units 8 and 9, *Printed Media and the Reader*, consider the nature and variety of printed material. The units examine readability factors, the differences between various kinds of texts and reasons why texts available to pupils should be varied and challenging.

Units 10 and 11, *The Reading Curriculum*, are concerned with an examination of ways of planning for the development of reading within the curriculum in the middle years of schooling.

Units 12 and 13, *Individual Progress in Reading*, discuss how the teacher can help both the individual child and small groups of children to make progress in their reading by using a diagnostic teaching approach adapted to the needs of the individual child.

Unit 14, *Children with Special Problems*, aims at helping the student to understand the task facing the backward reader, and to formulate some activities to help overcome a range of problems.

Units 15 and 16, *The Student Workshop*, involves the student in a major activity in one of five areas already discussed in the course: children's literature; early reading; developing pupils' reading skills; the reading curriculum; children with special problems.

Unit 17, *Resources for Reading*, gives a brief review of the course. The unit also considers the major human and material resources that can be utilized to improve reading standards and reconsiders the extended professional role of the teacher.

3.2 *The approach of the course*

(i) *The student*

This course is part of the Post-experience programme. This means that most people studying the course will already have considerable experience in the educational field. We expect that most students will be practising teachers, and the vast majority in some way involved or interested in education.

The course team, therefore, have produced a course that acknowledges this experience. The course covers a very wide range of areas in reading and a wide range of topics within those areas. Because the range of experience of students taking the course is so wide, parts of the course will be more relevant to some students than to others. This also applies to the level of treatment, so that some parts of the course will be more easy or more difficult for some students. Students will need to use their own judgement as to which areas they can read through quickly and which they will need to study intensively because they are unfamiliar with either the content, level or approach. In the case of Units 5 and 6, for example, much of the material will be second nature to infant teachers. Secondary teachers, on the other hand, will probably not be familiar with the early stages of reading, and so will need to do more work on these units. We hope that even students with a significant degree of expertise in any particular area will find some new material or new ideas in each unit of the course and in the associated readings.

(ii) *Theory and practice*

The theory in the course is general for the most part, in that it considers reading at all age and ability levels. Relating these general principles to specific teaching situations is difficult. However, we do provide concrete illustrations of applications for students to assess. We hope that by understanding the principles involved, and analysing the illustrations provided in both text and broadcast material, students will be able to transfer the knowledge and insights gained to their own situation. We hope that students will draw their own implications from what they read, see and listen to, and take the illustrations of teaching practice as points of departure – not as blueprints.

(iii) *New approach*

Inevitably, every teacher will expect something different from a course on Reading Development. Hopefully, the course deals with what most people would regard as the major areas of interest. The emphasis of the course, certainly, will be unfamiliar to many students. It takes reading as an integral part of the curriculum – not as a separate subject. Reading is always examined in terms of the initial curriculum purposes. Ways of locating, selecting and organizing reading material are stressed. There is also an emphasis on the differences in the kinds of reading undertaken for different purposes and the relationship of these to reading outcomes. The familiar concerns in teaching reading are not neglected, however: they are viewed in a wider context.

Finally, it is worth stressing that distance teaching does not necessarily mean that the students spend all their time on reading and written work.

"The Student Workshop offered in Units 15 and 16, provides an opportunity for the student to follow his or her particular field of interest in some depth. These options are designed to provide a major activity in applying the theoretical principles discussed in the course to the practical problems faced by the student in developing children's reading.

The Workshop consists of five areas - or options - of which you will be asked to select one. Each option consists of a major activity involving practical work in the classroom, library, clinic or other appropriate place."

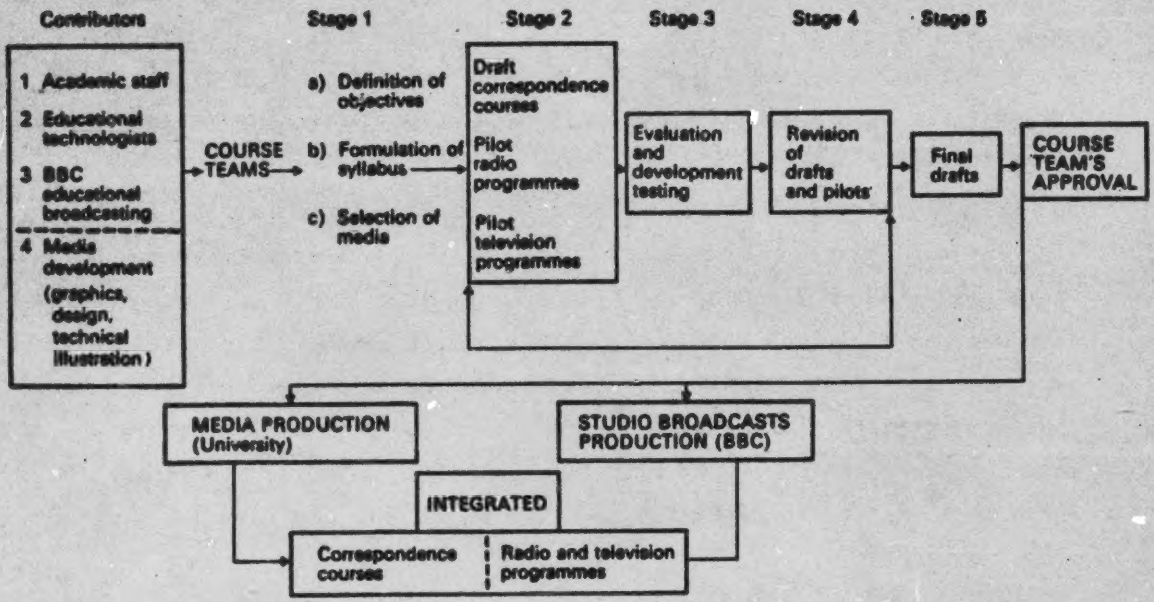
In the revised course, even more time will be spent on 'field work' options. One of these involves a substantial research activity in which the students both learn research and data collection technique and then submit their findings to the course team for processing. The O.U.s combination of comprehensive educational technology and large numbers of students spread across the offers exciting opportunities for learning and researching at several levels.

8. INSET for Teacher Trainers

One of the less publicised aspects of the O.U. is its impact on three groups of teacher trainers: course team members and consultants; local tutors; other teacher trainers.

O.U. course team members and consultants encounter a teaching/learning experience which is extremely unusual in British institutions of higher education. Most university lecturers have had no training or preparation for their job, prepare their lectures without systematic consultation with colleagues, deliver them to an exclusively student audience and receive no systematic feedback about them. The contrast with the O.U. course team approach could not be more distinct as can be clearly seen from the diagram, (Information Services, 1975).

A simplified outline of course production


Contributors
1 Academic staff
2 Educational technologists
3 BBC educational broadcasting
4 Media development (graphics, design, technical illustration)
COURSE TEAMS
Stage 1
a) Definition of objectives
b) Formulation of syllabus
c) Selection of media
Stage 2
Draft correspondence courses
Pilot radio programmes
Pilot television programmes
Stage 3
Evaluation and development testing
Stage 4
Revision of drafts and pilots
Stage 5
Final drafts
COURSE TEAM'S APPROVAL
MEDIA PRODUCTION (University)
STUDIO BROADCASTS PRODUCTION (BBC)
INTEGRATED
Correspondence courses
Radio and television programmes

The diagram is largely self-explanatory but certain aspects of it bear explication. The aim of the course team chairman, who is usually on the permanent O.U. staff, is to build up a team which includes the best available academics in the country. Thus, course teams consist of internal O.U. staff plus a group of external consultants from other universities and institutions in the U.K. (and occasionally from abroad) whose expertise is directly relevant to the course in hand. Although the financial payments are not high, he can usually expect to attract the external consultants he wants because of the O.U.'s high reputation and because its publications are very widely distributed and read.

The main task of the academic contributors is to write the correspondence texts. A full course will normally consist of 32 units, each representing a week's work, bound in ten to fifteen volumes and sent to students at regular intervals throughout the course. The academic contributors work to a careful programme. They receive written instructions about the way in which correspondence texts should be written; these instructions in themselves are a significant innovation in INSET for teacher trainers.

Each author's first task is to produce a synopsis outlining his unit or units; after consideration by the course team modifications are suggested in writing, The author then produces a first draft which is similarly considered and criticised by the course team. Next, he produces a revised draft which has to be as complete and well presented as possible. This second draft is subjected to more rigorous and extensive examination: it is developmentally tested on small groups of students; it is sent for criticism to an external consultant who is a recognised expert in the field; in the light of this developmental testing and external assessment, the author is then invited to discuss, and if necessary defend, his unit at a course team meeting. He then produces his third draft which is discussed again by the course team. Finally, he hands over his final manuscript to the course team editor. Thus, each author has to face criticism by his academic peers and it is by no means unknown for an author to be tactfully asked to withdraw from a course team if his unit is, in the team's judgement, unacceptable.

The academic contributors are also asked to identify suitable set books, which students are expected to buy. Some set books are specially commissioned for the course. Others may be 'Readers' containing compilations of relevant journal articles which would otherwise not easily be available; some of these articles, too, may be specially commissioned.

A second major group to be directly influenced by their participation in O.U. courses are the part-time tutors. The university employs about 5,000 part-time staff as course tutors and counsellors across all six faculties. About 16% of them work as full-time lecturers in Colleges of Education. However, 48% of the part-time tutors in the Educational Studies faculty work in Colleges of Education. Each part-time tutor is responsible for about 20 O.U. students. Tutors receive training in their new role by attending working sessions about the course and by reading a specially prepared manual 'Teaching by Correspondence in the Open University'. Their job is to grade and comment on written assignments, to hold face-to-face tutorials with groups of students at local study centres and to be available for individual consultation. They probably become more familiar with the course than any of the course team members or students.

After all, they may act as tutor to the same course for four or five years; they have to read all of the correspondence materials and set books, etc.; finally, they have to mark assignments and discuss the course with adult students. Thus, part-time tutors receive direct INSET to carry out their new role but they also experience indirect INSET by working intensively with the course materials and students. In consequence, many of them change their own teaching methods and materials within their college and university courses.

A similar indirect INSET experience is undergone by other teacher trainers. A unique feature of the O.U.'s courses is that much of them is open to everyone. Thus, all college, polytechnic and university lecturers, who are not associated with the O.U. but who are nevertheless engaged in teaching in a related area, have easy access to television and radio broadcasts and to the correspondence texts which they can either buy for themselves or borrow from their institution's library. Here, too, there is evidence, albeit impressionistic, that many such lecturers have modified their own teaching as a result of this kind of indirect O.U. INSET.

9. Conclusions

The major factor to be considered in evaluating the relative advantages of distance methods for INSET is costs. These are extremely difficult to assess in comparison with conventional methods because of the vastly different methods and target audiences.

The cost to the student (i.e. the teacher) of direct and indirect INSET provided by the B.B.C. and I.T.V., via their schools and further education programmes, is negligible. However, both public systems, and particularly the commercially based I.T.V., depend upon mass audiences for their viability. School children offer an acceptably large audience or market but the potential audience size for programmes aimed exclusively at teachers is too small, especially for I.T.V. Thus, indirect INSET via schools broadcasts is feasible but direct INSET is not.

The Open University is viable with a much smaller audience because broadcasting is only a minor part of its output and students pay fees for each course they take. Obviously this makes an Open University INSET course much more expensive for students but they can obtain grants from local authorities. In any case, the cost per student at the Open University is only one third of the costs of a conventional university. After the initial capital investment has been made to produce the course, substantial economies of scale begin to operate as the student numbers grow. The Open University's relative costs could rise if, as some people argue, it is now reaching the end of a honeymoon period: i.e. part-time tutors will demand much higher fees and the institutions which provide resources and facilities for the Open University may demand higher fees too.

The main pedagogic disadvantage of distance teaching methods is, of course, that students and tutors do not come into face to face contact and that individual tuition is, therefore, out of the question. This can be minimised, as it is at the Open University, by holding summer schools, having local counsellors and ensuring that draft courses are developmentally tested. The criticism still remains valid, however, and can only be finally countered by setting this disadvantage against the many advantages offered by distance teaching on Open University lines. These include the substantially greater numbers of students catered for in this way, the quality of the materials which results and the opportunities the course team and local tutor system creates for INSET for trainers.

In a very important sense the Open University medium is its most significant message for the rest of the world. The particular features of the U.K. - for example, its compactness and the easy availability throughout the country of a good public broadcasting system - make it highly unlikely that an exactly similar approach would be appropriate for most other countries. But the principle of bringing together the best people and resources within a particular field and cooperatively producing materials which are then available to the rest of the country's educationirts - this principle certainly is generalisable.

Moreover, it is also generalisable to other levels of the U.K. education system. In a recent report Venables, 1976, identified two ways in which the Open University could contribute to continuing education in general: it could collaborate with other institutions (e.g. technical colleges) in the production of courses; and it could make a direct contribution by producing adult education and post experience courses.

CASE STUDY 4: LOCAL CURRICULUM DEVELOPMENT AND INSET

1. Introduction

An outstanding feature of the British educational system is the amount of influence which teachers have over the content of what they teach. It is important to be clear that this is a matter of degree. British schools are, of course, subject to powerful external constraints, for instance the examination system, parental expectations and employer expectations, but individual teachers do, nevertheless, have a considerable degree of discretion over curriculum and pedagogy. In recent years this has led to a great deal of interest in the possibilities of local curriculum development and its implications for INSET. This case study discusses these issues with particular reference to the work of teachers' centres, two curriculum development projects and the Schools Council.

2. Teachers' Centres

Schools Council Working Paper No. 10, 1967, recommended L.E.A.s to set up teachers' centres with three main functions:

i) *'to give teachers a setting within which new objectives can be discussed and defined, and new ideas on content and methods in a variety of subjects, can be aired.'*

ii) *'to contribute to the evaluation of (national project) materials beofre they are published and ..... (to) ..... feedback comments, criticisms and suggestions for improvement.'*

iii) *'to keep teachers ..... informed about research and development in progress ..... (so that) ..... they can prepare themselves to appraise and to modify, according to their own estimation of individual and local need, the materials which may eventually become generally available.'*

The Working Paper concluded by outlining two basic principles of curriculum development: " ..... *first, that the motive power should come primarily from local groups of teachers accessible to one another, secondly, that there should be effective and close collaboration between teachers and all those who are able to offer cooperation*". In this latter context, the Report had earlier stressed the need for contributions from local education authorities, universities and colleges of education because "*no local centre can expect to be self-sufficient over the whole field of curriculum development*".

Although a high proportion of these early centres were single subject - because of their involvement with the Nuffield Science and Mathematics Projects - most centres have now developed into multi-subject or general centres for reasons of finance and accessibility and because of recent moves towards interdisciplinarity in schools. Only a very large local education authority can afford to set up a comprehensive range of specialist centres.

The Inner London Education Authority, for example, has forty centres, thirty of them specialist centres (e.g. English, Mathematics, Science, Urban Education) and ten covering the full subject range. Around the country as a whole the specialist and the multi-subject centres vary a great deal in terms of size and the scope of their activities.

Enfield Teachers' Centre, in the London Borough of Enfield, is a reasonably typical centre. The warden, Harry Kahn, describes it as follows:-

'There are many ways in which one can explain what the Teachers' Centre is and does. It is a place where in-service education and curriculum development go on; it is a neutral meeting point for all concerned with the work in our schools - teachers with advisers, the newly qualified with experienced colleagues, Headteachers with classroom practitioners, Primary teachers with Secondary teachers, teachers at the chalkface with college lecturers; it is a place, the philosophy of which recognises the teacher as a professional who needs to be supported in his professional task of answering questions for himself and which does not consider him as an employee to be told what to do and how to do it; and it is "of the teachers, (run) by the teachers, for the teachers". All this can be summed up by saying that the Centre's function is to support teachers working in the London Borough of Enfield's schools in every way possible. Its success or lack of success is dependent on teachers themselves realising the implication of the apostrophe in the title 'Teachers' Centre' and themselves ensuring that their Centre carries out those functions which they require of it. In this respect it is not immodest to say that since its inception in 1968 the Centre has met with a considerable degree of success, but in an age of accelerating change it is recognised that the Centre and the teachers it serves must continually examine and re-examine its functions to ensure its continued relevance to the changing pattern of the needs of the teachers working in our schools and classrooms.

In-service activities encompass the entire spectrum from structured in-service education courses to informal meetings of small groups of teachers to discuss mutual problems or initiate a piece of curriculum development. They have in the past included a wide range of workshop activities and courses across the whole range of the curriculum and all age ranges in our schools as well as working parties on: Raising the School Leaving Age, Decimal Currency and Metrication, The Role of the Class Teacher in the Practical Training of Student Teachers, "Leavers"' Conferences, The Middle Years of Schooling and other topics.

The more structured activities are planned by the Programme Sub-Committee who annually send a questionnaire to every teacher in the Borough to ascertain the requirements for the following year. Based on the replies to these questionnaires and other suggestions, a termly programme is circulated to all Schools publicising the term's activities. In addition in the Spring Term, an intensive fortnight is usually arranged to deal with a single topic in depth. Recent examples of these have been Reading, Mathematics and Science. A recent innovation is a 'Long Course' continuing over 2/3 terms at the conclusion of which a certificate is issued.

Mainly in the Summer Term of each year, a variety of exhibitions are organised by the Programme Sub-Committee enabling teachers to view and examine recent publications and equipment in various fields.

Informal groups can, by prior arrangement, meet at the Centre at any time. Use of the Centre and participation in all activities is free to all teachers in the Borough as are also all materials used as part of these activities.

In addition to Centre-sponsored activities, the advisers and officers and teacher organisations such as the Enfield Association of Remedial

Teachers and the Enfield Pastoral Association arrange meetings and courses which are often sited at the Centre.

A varied programme of social activities is organised by an active Committee throughout the year. The Centre also houses a bar which is open each Monday and Wednesday evening from 20.00 - 22.00 as well as when required for special social occasions, all day courses, and other occasional events.

Teachers and their friends are welcome to come to the Centre on Monday and Wednesday evenings when a variety of informal social activities are available, ranging over table tennis, darts, Bridge, Folk dancing, Bar Games and television.

Each term a number of occasional activities are also organised which in the past have included Feature Films, a Guy Fawkes Bonfire Night for teachers and their families, Ceilidhs, Folk Song Evenings, Discos and Duplicate Bridge Tournaments. All these events are open to teachers, members of the Education Department - Officers and staff - and all connected with the Enfield Education Service and their friends.

The Centre is also used from time to time by the Professional Associations, for their Committees and other meetings, and by some of the supplementary services associated with education.'

Although it is difficult to generalise about the six hundred or so British centres, nevertheless, a number of characteristic features are identifiable. Typically, they aim to provide a local professional support facility for all the teachers in their catchment area. They offer in-service training courses, library, technological and reprographic resources, information on national projects, local curriculum development workshops and a social meeting place. They are often located in converted schools and occasionally in converted, large houses. They have a warden or leader (sometimes part-time) and may also have a deputy warden, technical and secretarial staff. They are funded by the local education authorities but usually managed by a committee with teachers in a majority. Furthermore, they each have a number of fairly common problems. Three important ones are discussed below: the uncertain role of wardens, attendance at centres and the distinctive features of curriculum development at local level.

3. Teachers' Centre Wardens

The status and role of the warden appear to present difficulties. One recent survey makes it plain that most wardens were dissatisfied with the confused salary situation and a single, national scale was suggested. Some respondents felt that the job lacked the necessary status and should be comparable with an H.M.I. or adviser.

A small sample of wardens interviewed by Meredith, 1973, were sceptical about the value of training. One thought that wardens " ..... *picked up a lot at general meetings, involvement with Schools Council projects, wardens' meetings and that sort of thing.*". As far as background reading of research etc. was concerned, he said " ..... *there are articles and models about curriculum development and group dynamics, one reads them but they are stylised and theoretical and not particularly useful.*". The second warden thought ' ..... *that teachers were suspicious of "academics" and felt more secure with teachers like themselves.*'. The third did little theoretical reading because he found it ' ..... *incomprehensible or unhelpful*'. He, too, thought that meetings with other wardens and ' ..... *joining in discussion groups for specific innovations*' were all helpful on-the-job experience for the warden.

Not all wardens see their role and training needs in this way and the professionalisation of wardens has led to a growing awareness of the need for training in a variety of skills. The wardens' national association held its sixth national conference in April, 1976, on the theme 'School-focused INSET'. Among the themes considered by the study groups were:-

'The role of the warden and his importance as a leader';

'Motivation and support of curriculum development groups';

'The role of the head in school-focused INSET'.

4. Attendance at Centres

The vast majority of teachers who regularly attend teachers' centre activities appear to be from primary schools and this is naturally reflected in the kind of activities mounted. The members of three national conferences on teachers' centres discussed the reasons for this: *'Some speakers drew a distinction between the nature and needs of the two stages of education. The very nature of class teaching in primary schools forced the teacher to consider the implications of new developments to the total curriculum. The appeal of the centre, both for its re-training courses and as a place to discuss developments with colleagues, was strong. The secondary teacher, on the other hand, was more likely to be a subject specialist and, therefore, to have a strong tendency to think along narrower subject lines. One speaker asserted that the average secondary teacher had a guilt feeling about the total curriculum. Whatever the reason, the secondary teacher, in the opinion of many, did not recognise so easily the useful role of the centre.'*

In so far as this is an explanation of these differing attendance rates, it is probably only a partial one. Evidence from other sources, both in the United Kingdom and abroad, is virtually unanimous in pointing to the lower attendance by secondary teachers at in-service activities in general, including subject courses. Thus it is not just curriculum development activities which they are reluctant to attend. Why this should be so is unclear. We can only speculate that secondary teachers may feel more secure within their subject disciplines, may receive support from departmental colleagues, may experience in-service training or carry out curriculum development activities within their generally larger secondary school or they may be more tired because of marking, preparation and extra-curricular activities.

In any case, this problem has to be set against the wider one of low attendance by all teachers at the centres. There are no completely reliable data on this but at the three national conferences " ..... *there were constant references to the small numbers of teachers already using the centres*" (Schools Council, 1967). These views were being expressed in the early days of centres and things may have changed, although there appears to be no published evidence of such an improvement. One centre, again probably fairly typical, attracts about 20% of the teachers in its area. One possible explanation for low attendance is refuted by Bradley, 1974, whose findings indicate that 95% of teachers who wanted to go to a teachers' centre did have reasonable access to one, so the reason is apparently not to do with the inaccessibility of centres. He also asked the teachers in his sample where they would most like to do any in-service training. Women were more likely than men to prefer either a teachers' centre (31% : 19%) or a school (7% : 4%), whereas men were more likely to prefer a university or polytechnic base (42% : 30%). Secondary teachers were much more likely than primary teachers (50% : 25%) to prefer a university or polytechnic. Thus teachers' centres are facing particularly strong competition in trying to attract men secondary teachers. The teachers in Bradley's sample were most likely to go to a teachers' centre for non-award bearing day release and other short courses, whereas they much preferred colleges of education, universities and polytechnics for one term and other longer, award-bearing courses.

5. Teachers' centres and curriculum development

The early pronouncements of the Schools Council, 1967, laid great stress on teacher participation in the discussion and definition of new objectives, although Working Paper 10 was somewhat ambiguous as to whether the activities so described should be thought of as curriculum development. The three-conference report (Schools Council, 1970) was much less equivocal in its description of the underlying rationale for a centre:

> *'The main concern of centres was with development work that was local. This was their primary function: to make possible a review of existing curricula by groups of teachers and to encourage attempts by them to bring about changes. The other functions mentioned in the working papers - those of acting as a base for national projects and as a centre for the steadily increasing amount of in-service training required - were also important, but they did not of themselves constitute a reason for the establishment of a teachers' centre for curriculum development.'*

The conference itself apparently became locked in a fierce debate about the difference between in-service training and curriculum development and about their relative importance. Some agreement was reached on the following definition:

> *'For a given area of learning, curriculum development was the process of defining the aims and the objectives of their teaching, the construction of methods and materials to achieve the objectives, an assessment of their effectiveness, and finally a feed-back of these results to form a new starting-point for further study.*

In-service training was essentially the imparting of the results of successful curriculum development and the reinforcement of that success.'

Some participants were deeply sceptical about the extent to which teachers could be meaningfully involved in developing curricula when many were already overwhelmed by external project changes. A second disagreement arose ' ..... *over how precisely the difference between in-service training and curriculum development worked in practice*', since much so-called in-service training ' ..... *consisted of active investigation by workshop groups*'.

The deputy head of a primary school, Richards, 1972, concluded that centres have been successful in supporting nationally developed projects but ' ..... *in general have not got far with defining new objectives of their own, devising their own experimental procedures or developing their own mini-curricula*'. He thought that Working Paper No. 10 underestimated the complexities and difficulties of local curriculum development and evaluation, both of which, in his view, require more time from teachers than most are prepared to spend and a great deal of outside, expert help. Moreover, he continues, primary teachers don't all see curriculum development as their professional responsibility and prefer to leave it to their head. Thus, says Richards, we should be cautious in discussing the role of teachers' centres in '*nationwide curriculum innovation*', the widespread '*primary school revolution*' and, one might add, the implication that primary school teachers are necessarily engaged in curriculum development simply because they attend teachers' centres in relatively high numbers.

One notable exception to the generalisation that teachers' centres have not been sufficiently concerned with curriculum development is the work of the North West Curriculum Development Project. According to its director, Rudd (1975).

> *'When the project was launched early in 1967 few educationalists ..... had many clearly developed ideas as to how such centres might run .....'*

The project consisted of a consortium of fifteen teachers' centres and has developed curricula for R.O.S.L.A. However, in this context we may consider Rudd's question as the central one: *'Why should teachers take their professional concerns to a local teachers' centre?'*, since clearly no local curriculum development can take place without teacher attendance and commitment. Rudd writes:

> *'Short in-service courses, exhibitions of teaching material or of pupils' work, a reference library/resource centre, a workshop for making needed apparatus - all are valuable services for the teachers' centre to offer. It has been our experience, however, that creative work in curriculum development provides much the strongest stimulus for schools' commitment to the work of teachers' centres.'*

To achieve this commitment, Rudd identifies several pre-conditions. First, that centres should work on tasks and problems that are of immediate significance and importance to teachers and schools; such tasks need not be large ones but it is important that the effort is successful. Second, that adequate and appropriate resources must be provided and here he points to the critically important role of the L.E.A. in ensuring not only that money is given, but that enough discretion over its use is allowed to centres and project teams to enable them to approach their development task without any avoidable financial constraint on their planning. Third, that a humane working climate in which, for example, open-mindedness and scepticism and the expression of dissatisfaction with official policies can flourish in reasonable security, is essential. Fourth, and perhaps most important in the context of the present discussion, that adequate support for the working groups must be provided. Here Rudd stresses the *'crucial role'* of the regional study group in supporting the local development work, particularly in view of the relative inexperience of the centre leaders, all of whom were new to newly created posts. This group of fifteen teachers' centre leaders was, it is important to note, coordinated by Rudd in his capacity as director, but from the University of Manchester School of Education. Members of the development panels for each subject area were, nonetheless, reluctant to accept external advice and help:

> *'Perhaps the most lasting problem with which the North West Project has struggled is that of making available to development panels the knowledge, wisdom and skill which specialist educationists are anxious to place at panels' disposal. At an early stage in its life the project drew up and circulated extensive lists of such persons and institutions, leaving to panels themselves the initiative for seeking such support. It must be reported that these services have only very rarely been called for.'*

Rudd regards the use of outside consultants as a sign of professional confidence and maturity and reports that later on the panels did begin to seek help from outsiders on an informal basis. Finally, Rudd points to the need for centres to have competent professional leaders if local curriculum development work is to succeed, and the consequent need for training programmes for centre leaders. Rudd concludes that the best way of providing these training programmes is through the cooperative work of university and L.E.A. personnel.

6. Two Curriculum Development Projects

Two recent projects are particularly interesting in relation to INSET and local curriculum development. The first is the Geography 14-18 Project which was funded by the Schools Council from 1969-1975 to initiate a programme of curriculum development for more able pupils in the 14-18 age range. A key feature of this particular project was its grounding in a theory of curriculum re-interpretation which led to less emphasis on materials production of the usual kind but more emphasis on the production of exemplar materials which the teacher was intended to adapt and develop in relation to his own particular situation. This situation was explicitly identified as a curriculum social system and the project's strategy was to enable teachers to become aware of the constraints and opportunities inherent in such systems in order that they may sustain the curriculum renewal process both themselves and in cooperation with colleagues and consultants from their curriculum social system. The Project Team also developed a comprehensive and systematic training and dissemination strategy based upon over a dozen consortia in various parts of the country. A consortium consisted of all the geography teachers from the cooperating schools - up to nine schools in one consortium. These teachers met frequently and regularly to develop their geography curricula, to devise appropriate examination procedures in consultation with the examination boards and generally to plan and sustain the changes in relation to their own departments and schools. The consortia were led by specifically appointed and paid coordinators, all of whom received special training in change agent techniques.

The second project is based on the Avon Resources for Learning Development Unit. This Unit was set up in 1974 by the County of Avon local education authority in association with the Department of Education and Science and with the University of Bristol providing the evaluation. Its purpose is to promote and support the development of independent or resource-based learning materials and strategies for secondary schools. The team consists of a Director, Philip Waterhouse, his deputy, five subject editors and a graphic designer: the subjects covered are English, French, Mathematics, science and social studies. At present the team is working with over 60 schools.

Each subject editor works with an editorial board as follows:-

> *'A subject conference of interested teachers clarifies broad aims and elects an editorial board.*
>
> *The editorial board determines a framework of ideas within which resources are to be produced, relying on the guidance of the conferences and on information provided by a survey of first year work in schools.*
>
> *The full time editor implements the policies of the board, creating units himself and helping teachers who wish to make contributions either as individuals or as members of working groups.'*

A key policy of the Unit is to encourage teacher control:-

> *'so that teachers can determine the principles governing the selection and organisation of the resources, in addition to playing an active role, if they wish, in the creation of the resource units.'*

The team is explicitly committed to an INSET policy with four main features:-

a. Conferences. Occasional conferences are held on a subject basis to introduce local teachers to the project and its latest materials. For instance, in March, 1976, sixty mathematics teachers attended a one-day conference, part of which was held in a school so that the participants could observe the materials being used by children.

b. The Editorial Board. This acts as an INSET experience for its members (including the editor).

c. The Writing Teams. The membership of these teams can be as high as fifty teachers. They receive written guidance, critical comment and technical support from the project team.

d. Teachers in their Classrooms. Project team members visit those teachers who are carrying out developmental testing of materials and methods and give advice on their use.

Several fundamental questions about INSET and local curriculum development are raised by these two projects. The first concerns the extent to which the projects are engaged in curriculum development: the national

Geography project was in fact engaged in a radical curriculum revision but this is much less true of the local Resources project. Somewhat paradoxically, the national project was committed to a theory-based policy of promoting curriculum development at the local and school levels and set out to identify and equip teachers with the necessary skills; the local project, on the other hand, is committed to a pragmatic policy of stimulating and supporting teacher-initiated materials and strategies and regards curriculum development of a more fundamental kind as the business of national projects. This in turn raises the issue: what is meant by curriculum development? Just how fundamental and extensive a change has to be proposed for it to count? Finally, the relative INSET merits of conventional and exemplar materials have to be considered. How feasible is it to train teachers in general curriculum development skills on the one hand, as the Geography project tried to do with its exemplar materials and, on the other hand, as the Resources project is doing through its writing teams?

7. A National Policy?

A recent School Council, 1974, report recommended that project leaders and teams should receive information and support to improve their dissemination strategies; that the Council's overall information and dissemination network should be strengthened and extended by increasing the number of regional field officers, by encouraging the appointment of liaison officers in colleges, universities and L.E.A.s and by exploring the viability of Area Information Centres to parallel the Council's central Project Information Centre. These Area Information Centres could be located in colleges and departments of education or larger teachers' centres. They would also be encouraged to support in-service training activities, which in themselves would in future be more carefully designed, to ensure that the projects' ideas were understood. The Report also recommends that colleges of education or 'some other institution of higher education' could take on substantial local responsibility for the after-care of particular projects when the project teams disband. Case Study 2 refers to the establishment of one such centre at Berkshire College.

These dissemination and after-care procedures have important implications for INSET. Colleges, in particular, are exploring ways in which teacher involvement in dissemination activities can be incorporated into an award-bearing INSET structure. Nevertheless, project dissemination INSET is not the same as curriculum development based INSET but it is not always clear what the distinctive character of each actually is.

The Schools Council's commitment to the support of local curriculum development is forcefully expressed in an unpublished policy statement by Programme Committee in February, 1975. In this statement a commendable attempt was made to define what precisely is meant by curriculum development which is specifically local but many of the examples chosen relate to the development or adaptation of national project materials. A major criterion for the selection of local activities to be supported is that they '... can be shown to have value for a wider audience'. But it nowhere comes to grips with the dilemmas and issues associated with such local projects which were discussed above. Moreover, it may be thought significant that the 1973-74 Schools Council Report stated that £635,000 was to be spent that year on national projects but gave no figure for local projects (£35,000 would probably be an over-estimate).

The relatively small amount now being spent on the strengthening of local curriculum development activities in teachers' centres and elsewhere is particularly disquieting. As we have seen, experience both at teachers' centres and from two curriculum development projects indicates that the task is an extremely difficult and complex one. Moreover, the adoption of a local curriculum development approach, even within the overall context of a pluralist or mixed strategy which includes central projects, has enormous implications for INSET. As yet, these implications have hardly begun to be identified let alone explored in terms of INSET programmes.

CASE-STUDY 5: SCHOOL FOCUSED INSET

1. Introduction

School-focused or school-based INSET does not make an easy subject for a case-study. By its very nature it is diffuse and difficult to document. It has been a grass-roots development and, as such, it is very much a creature of the pragmatic, English tradition. However, although its growth has been somewhat Topsy-like, it is possible to identify certain features and activities which have stimulated and facilitated it and certain theoretical perspectives which have deepened our understanding of its effectiveness and potential.

Much of the stimulus towards school-focused INSET has arisen from various forms of curriculum development within schools. A recent Schools Council, 1975, report put it thus:

> *"... we want to highlight what we see as being the key concepts in our report. Among the most important of these is the idea of the school as a centre of curriculum development. We believe the improvement of the secondary-school curriculum must rest upon an acknowledgement of the central role of the teacher. All worth-while proposals for curriculum change are put to the test in classrooms and only come to fruition if the practising teacher has the resources, support, training and self-confidence to implement them. Teachers are in a unique position to know and understand the needs of pupils and from them should come the principal pressure for increasingly effective programmes of teaching and learning. Because we see the development of the curriculum and the self-development of the teacher as being inseparable, we call for vigorous programmes of in-service education and school-based curriculum development, both of which are essential if the teachers are to perform their role to the full."*

In general, British teachers have enough freedom to be able to engage in curriculum development within their own schools. Of course, even within such minimum constraints teachers can realistically expect to develop only parts of their curriculum. Frequently the part they can concentrate on has to do with pedagogy, materials development and arrangements for grouping pupils and subjects. They rarely have the resources to carry out fundamental curriculum development; as in other countries, this task is left to national and regional project teams. This incremental approach to curriculum development at the 'grass-roots' has certainly led to some significant innovations and to an awareness of the importance of in-service training. For example, the widespread adoption of mixed ability teaching groups for younger comprehensive school pupils created a need for in-service training which was met at both local centres and within individual schools (Kelly, 1975).

This case-study looks in some detail at several INSET approaches linked with curriculum development. It goes on to consider organisational changes which have stimulated INSET and at the role of some external support agencies.

2. Resource Centres

The development of school-based resource centres, particularly in comprehensive schools, is probably the result of several other developments in British education: first, the growing teacher commitment to alternative teaching methods including independent learning; second, the adoption of mixed-ability teaching groups; third, the rapid increase in the sheer volume of curriculum development project materials on offer to schools; fourth, the breakdown in subject boundaries and the move towards integration.

One of the pioneers in this field was Codsall Comprehensive School which devised its resources centre because national curriculum projects... *"...often left the teacher more frustrated in that he was unable to continue and develop the work in his own school, through lack of materials and facilities to be creative, and the opportunities to use his real professional skills. Moreover, projects were limited in their range of materials and time for development. The question was, and still is: Who takes over? No area resource centre capable of meeting this kind of need is yet available. We had no option but to 'go it alone'.*

We needed a strong supportive service to enable teachers and pupils to function at full capacity. Teaching materials, equipment, ancillaries, and advice were necessary. Staff time had to be made available to provide an efficient service that would enable learning materials not only to be brought or made in school, but, more important, to be effectively stored and retrievable by children and staff, whatever their level of involvement. Such development and growth in a school inevitably meant that much re-thinking and re-training had to be accomplished. Staff in some cases were being asked to reconsider completely their own skills, consider both materials and techniques being used by their colleagues, and often reject ideas that they had accepted for a long time. Moreover, new teachers to the school faced not only the normal problems of their first appointment but concepts in learning that had probably rarely figured in their training. It is in this atmosphere of a complete reappraisal of our teaching methods and propoer use of our expertise that we created and developed the Codsall Resources Centre as a generative supportive and on-going agency within the context of a comprehensive school." (Holder and Hewton, 1973)

Like most such centres, Codsall's was not purpose built; it was improvised by adapting existing rooms and resources. Initially it consisted of the library, a reprographic centre, an audio-visual aids centre and a teaching materials development workshop. Later on study cards and other flexible learning facilities were added and ancilliary staff were appointed.

The key feature of the scheme in the context of this case-study is the way the resource centre stimulated INSET.

"It is essential therefore to give staff as much opportunity as possible to be actively involved, enabling them to think, plan and create their own teaching materials and learning situations. We have given staff the opportunity to work in the centre, working the systems, establishing the capabilities of the reprographic equipment, learning how to use audio-visual hardware and the storage and retrieval systems. Such in-service training can only be done in the school, and therefore each week two members of staff are released from their teaching duties to follow a week's course in the centre. Time is also provided for discussion of the implications of the work of the Centre, production of materials and opportunities to look at the work of other developments in the school. Where staff have particular ideas to develop, say to produce tape/slide sequences, special facilities and materials are provided. Young teachers were mixed with more experienced staff, and subject disciplines were purposely paired to look into possible common problems or areas of concern. Each term the nature of courses changes, partly through experience of what has been successful, or irrelevant, or through staff recommendations.

Most of the staff have found the courses to be of immense value and they are now to be continued, varying in form and content to suit the general and specific needs of departments and individual members of staff. We too from the Resources Centre side have gained much valuable advice from staff through their constructive criticism and analysis of our work. This two-day process is essential in any healthy advisory service. This term we will have over 30 members of staff in our own in-service courses. By Easter of 1973 all staff will have had the opportunity to spend between 2½ days and 5 days in the Centre. Most members of staff will have more than one course. Such release for in-service training and material preparation is essential if innovation is to really happen in schools.

.....The past two years have seen well over two thirds of the staff actively involved in the creation of their own learning resources. Such an involvement has created an enthusiastic atmosphere with much interdisciplinary and interdepartmental discussion on teaching techniques and learning skills. The in-service training has facilitated innovation; and in terms of technical expertise, graphic design and use of new learning techniques, one can already see obvious development and improvements. Moreover, there has been a tremendous increase in the variety of teaching styles used. It is unquestionably *generating much thought among the staff and developing a very healthy attitude towards educational thinking and curriculum development."*

Very few schools have explored the INSET opportunities of resource centres as thoroughly as this. Indeed, although there is no direct evidence, it seems likely that only a minority of schools have established resource centres. According to one recent study, the successful ones have grown organically from within the schools (Beswick, 1975). The same study points to the need to review the development of resource centres in primary schools, about which there is even less evidence.

3. Teacher Controlled Examinations

In the mid-1960's a new examination - the Certificate of Secondary Education (C.S.E.) - was introduced into England and Wales. The top grade C.S.E. was intended to be comparable with a grade 6 pass in the General Certificate of Education (G.C.E.) examination. At present C.S.E. candidates number less than half those for G.C.E. but the C.S.E.'s significance lies in the high degree of teacher control which it allows. This is especially true of the Mode 3 system of examining.

The principal defining characteristic of a Mode 3 examination is that the candidates' own teachers are responsible for assessing the work done, subject to certain external moderating procedures. In practice schools that opt for Mode 3 examinations also tend to devise their own syllabuses and to lay stress on course work. According to one observer: *"... to oblige teachers to work out for themselves in professional groups what should be taught to what standard and with what appropriate forms of assessment - this was a bold departure. The result in large areas of the country has been a slow but very potent intellectual renaissance among middle-ranked and senior teachers of the average pupil."* (Pearce, 1972, p.119)

It is important to keep a sense of perspective: only 10% of all C.S.E. subject entries are for Modes 2 and 3 - the innovative examining modes. Nevertheless, the fact that such teachers do participate in defining their own examinations and syllabuses is an important INSET experience.

Some national curriculum projects have recognised this and have reacted accordingly. For example, the Geography 14 - 18 project adopted a strategy of encouraging participating schools to devise their own examinations in consultation with one G.C.E. Board. This gave the teachers and schools a powerful incentive to institutionalise the curriculum innovation and, in consequence, also encouraged continuing INSET for the teachers involved.

4. Open Plan Schools and Team Teaching

Although they have developed independently as innovative practices, both open plan situations or schools and team teaching often occur together in the U.K. Their implications for school-focussed INSET may, therefore, conveniently be considered together. A report (Taylor, 1974) on a study of team teaching in eighteen secondary schools describes:-

> *'... many instances where the inclusion of younger members yielded positive benefits; a clearer recognition on the part of senior staff of difficulties confronting their younger colleagues; appreciation of the new ideas and freshness of vision of such teachers; and growth of self-confidence in probationers and others with only one or two years' teaching experience. Members of teams so mixed appeared often to have been able to accept constructive criticism on an impersonal level, secure in the knowledge of their own value to the team and sympathetically appreciative of the contribution of others.'*

The report goes on to instance several advantages of team teaching which were not available in traditional approaches:-

> *'Several team members asserted that as a direct result of involvement in the shared-responsibility enterprise, they had come to recognize more clearly the difficulties of the larger issues of school organization; and observers reported on teams whose members took exceptional pride in their work may well have stemmed from a growing ability to see the team's work in relation to the larger life of the whole school community and from their increased commitment to this.*
>
> *Another valued outcome of collective work was establishment of a common pool of ideas. Many of these were offered spontaneously by members and many more were due to the sparking off of ideas in team discussions. Some schools even claimed that the interaction of ideas developed in team discussions where members had different specialist interests provided a breadth and depth of insight not readily derived from departmental meetings or from other school committees concerned with matters of curriculum, methods or resources. Teachers working alone could not amass such a pool of ideas.*
>
> *Other advantages affected team members as individuals. Many teachers claimed that the standard of their own teaching*

> *was raised as a result of working closely with others. These attributed this advance partly to a wish to achieve parity of contribution ('One feels on one's mettle'), and partly to a sense of responsibility to the team ('One cannot let one's colleagues down').'*

In the same report, data on team teaching in ten primary schools, five of which were open plan, are discussed. The teachers considered that the advantages of team teaching definitely outweighed the disadvantages. Specifically, 62% valued the 'mutual support' and 'end of classroom isolation' and 43% valued the 'interaction of teachers' ideas and skills on one another' (p. 127).

The conclusion which we may reasonably draw from these studies is one which is in accord with informed professional opinion in the U.K.: that team teaching and open plan schools can act as very effective facilitators of staff development within schools.

5. Internal Planning Procedures

Most of these internal INSET arrangements were and are ad hoc but some schools have established more permanent machinery. The account which follows is an outline by Tony Johnson, Head of the Middle School, of the curriculum development and INSET procedures at the Castle School near Bristol, England.

> *"The policy at the school is that Curriculum change shall be a continuing, ongoing process - not sudden and major occasional revolutions. The emphasis is on development not change. Certain strategies are being developed to facilitate this process.*
>
> 1. *Staff Conferences*
> 2. *Working Party System*
> 3. *Faculty System*
> 4. *The Resource Centre*
>
> *1. Is to stimulate and educate ALL staff, and it is really an in-service training course. It is felt to be far superior to sending one teacher on a short course elsewhere. Its features include:-*
>
> a. *Lead sessions from outside speakers*
> b. *Much opportunity for group discussion*
> c. *It is 'Closed' and 'School based', directed to the needs of the Castle School.*

2. The first conference entitled 'Going Comprehensive' resulted in the establishment of Staff working party groups to look at the various aspects of school life - and to maintain the momentum of the conference. One of these is the Curriculum Development working party, which makes visits to other schools, holds frequent discussions, and generally does its'homework' on aspects of the school curriculum, regularly making recommendations for curriculum innovation. Its features include:-

a. Meaningful involvement of staff in Curriculum Development, participation in decision making.

b. Continuing analysis of ever changing needs

c. Purely voluntary membership which is not restricted to high status Staff: probationers and new staff are encouraged to participate.

d. Useful teacher-education of those who are involved in its deliberations

3. As a result of a working party recommendation Subjects have been grouped together in Faculty areas which provide for co-operative teams of staff working together. The school has adopted a faculty timetable whereby whole year groups are programmed together for each faculty. Team teaching approaches, subject integration, large group sessions, and co-operative preparation of learning materials is facilitated by the faculty system, and faculty meetings are timetabled. Faculty based in-service training courses are planned.

Mixed Ability Groups are used from Year 1 to Year 5 in most subjects - the emphasis throughout is to develop individual learning approaches, whereby streaming is rendered unnecessary. There are no ROSLA groups or remedial classes - the absence of such 'anti-school' delinquent groups has produced a remarkably quiet school atmosphere. Remedial help is catered for by the Extra Teaching Centre through a programme of extraction.

Integrated courses are being encouraged in order to provide for over-lapping boundaries of knowledge, but also to increase teacher-pupil contact time, and 'study in depth'.

4. The Curriculum Working Party recommended the development of a Resource Centre and has continued to further its growth to play a part in ongoing curriculum development and ongoing staff development. Resource based learning approaches are seen as basic to both mixed ability and integrated courses."

6. Staff Conferences

The use of staff conferences at The Castle School illustrates a growing trend in the U.K. In the County of Avon, for example, the local education authority encourages the schools to close for two days each year for some form of staff conference or alternative INSET activity. The neighbouring county of Wiltshire allows three days annually for this purpose.

At The Castle School, these conferences have lasted for one to two days and have usually taken the form of guest speaker lectures and small discussion groups. As was pointed out above, the first conference arose because the school was going comprehensive and some staff felt the need to prepare for the change in this way. Subsequent conferences were planned by the working parties. The table below provides striking evidence of the relative attractiveness of a conference which is based at the school and is exclusively for school staff. Over 90% of the staff attended two such conferences but their attendance dropped dramatically when the venue was changed and the conference was opened to staff from other schools.

Staff Conferences: Summary

Conference	Topic	Location	Participants	% Attendance of Castle School Staff
1	Going Comprehensive	Castle School	Castle School Staff only	96%
2	Mixed Ability Teaching	Castle School	Open to other school staff	60%
3	Mixed Ability Teaching	Another school	Open to other school staff	20%
4	Current Trends in Education	Castle School	Castle School Staff only	92%

7. Teacher Participation Procedures

The Castle School also exemplifies a growing awareness of the need to establish consultative and participation procedures at the school level. The head, Mr. C. J. Martin, has established systematic and well-tried consultative machinery in the working parties mentioned above. Over a three year period the number and titles of the working parties varied as follows:-

Year 1
1. Middle School Curriculum
2. Lower School Curriculum
3. Organisation and Communications
4. Social and Pastoral Care
5. Links with primary schools and community

Year 2
1. Organisation and Curriculum
2. Social and Pastoral Care
3. Links with primary schools and community

Year 3
1. Organisation and Communication
2. Curriculum
3. Social and Pastoral Care
4. Links with primary schools and community

Participation takes various forms and relates to various school decision areas (see Bolam and Pratt, 1976), in every case it is the head who decides how much participation is permitted to staff. Most heads, for example, are reluctant to relinquish control over resource allocation (cf. Briault, 1974) though some do so. For our present purposes we may simply note that the act of participating in decision making is in itself a powerful school-based INSET experience.

8. The Professional Tutor Role

The idea of a school-based professional tutor came to national prominence with the James Report's recommendation that

"Every school should have on its staff a 'professional tutor' to co-ordinate second and third cycle work affecting the school and to be the link between the school and other agencies engaged in that work. Whether the professional tutor were the head or deputy head, as might be the case in a small school, or a designated member of the staff in a larger school, it would be important for all teachers designated as professional tutors to be among the first to be admitted to third cycle courses, so that they could be trained for their new tasks. Among the responsibilities of a professional tutor would be that of compiling and maintaining a training programme for the staff of the school, which would take account both of the curricular needs of the school and of the professional needs of the teachers."

The response to this recommendation has varied considerably between L.E.A.s and between schools. In the two funded induction pilot schemes in Liverpool and Northumberland, the teacher tutor role was deliberately restricted to the induction of beginning teachers. This was true of most of the unfunded schemes too, but not in all of them. In the Leeds scheme, for instance, the eight schools have each designated a teacher tutor to co-ordinate all three aspects of school-based training, i.e. student teaching practice, probationer induction and INSET for experienced staff.

Other schools have not appointed a professional tutor as such but have taken up the James Committee's suggestion and re-defined the role of one of the Deputy Head teachers. At Ashmead Comprehensive School in Reading the headmaster, Peter Judge, drew up the following job specification for his 'Training Deputy Head' in May 1973:-

"This is an entirely new post in the school, and possibly in the country. There will be extremely wide scope for experiment and development. The job requires the ability to analyse the strengths and weaknesses of staff and provide support and training so that each member of staff can fulfil his potential fully and feel happy and content within the school.

Detailed responsibilities

1. *The organising of teaching practice for student teachers and the setting up of any necessary counselling of such students.*
2. *The forging of close links with Berkshire College of Education and the University of Reading School of Education both for assisting their students at Ashmead and gaining help in training Ashmead staff.*

3. The supervision of probationary teachers during their first year, including the setting up of induction courses and the briefing and training of senior experienced teachers as individual supervisors to new staff.

4. The arranging of courses for existing Ashmead staff. These will need to be of a wide variety of subject matter, approach and duration. Some may be residential and it is expected both the school's own cottage and the local authority's centre could be used for this purpose.

5. The counselling of all staff with problems (e.g. housing, health, discipline, etc.) and the setting up where appropriate of support groups.

6. The arranging of all interviews for new appointments, in consultation with the Head and heads of department where appropriate.

7. The induction of all new arrivals (e.g. advice on housing, timetable details, etc.).

8. The introduction of regular job appraisal sessions and the training of senior staff in their use.

9. The regular appraisal of inter-staff communication and suggestions for improvement (i.e. supervision of staff bulletin, close consultation with Staff Room Committee, etc.).

10. Liaison with the Curriculum Development Centre.

Requirements

The person appointed will need to have had a wide and varied experience of the educational world. Experience in industry or commerce, particularly in personnel, would be an added advantage. Candidates should have held a management position previously and will need to produce evidence of successful man-management. Experience in arranging courses of training within an institution would be a desirable qualification as would attendance on a management course. A flexible mind and an acceptance of the values of a variety of methods and approaches would be desirable. It is possible that previous counselling experience might help the successful applicant."

One year later, the man appointed - John Bull - summarised his activities as follows:

"The aims of school-based teacher development at Ashmead are seen generally as twofold: to help the school to become more effectively comprehensive and educational (accepting that there are those who see the two as incompatible), and to assist the staff to acquire those skills and support which may enable them to gain pleasure and satisfaction from their professional work.

Some examples of I.S.T. services

Providing information on local, regional and national training opportunities (this includes sponsoring Secondment, drawing attention to forthcoming courses and conferences which seem relevant to individuals on the Staff, and proposing new courses to Berkshire College and to the Area Training Organisation on which Ashmead is represented.) We have two Secondments approved for 1974/5, and over the year Ashmead teachers have attended every type of training course locally and at regional and national levels.

Use of the Reading Curriculum Development Centre. This is at Caversham, and is rightfully a centre for teachers, depending upon teacher-initiatives for its success. It is used by two Ashmead groups (Maths. and Humanities) and in the absence of a permanent Warden is being looked after by the Ashmead Deputy Head (Training). We are happy to support the fullest use of the Centre.

Berkshire College. We use the College in many ways. We take its Students on T.P. and some of us help with projects occasionally in the College. Three of our Staff have been taking an external B.Ed. there this year. The new school of In-Service Training and Research at Berkshire is offering support to one of Ashmead's curriculum development projects, and the Educational Technology Department is largely at our disposal. The Library can also be used.

Arranging visits to other schools, colleges, etc., where relevant ideas and methods are being used, or accommodating visitors to see what we are doing.

Staff reference library. We are collecting a range of professional books and papers, including Schools Council and other research evidence.

Support. We are developing a tradition for taking up professional and welfare concerns for Staff and mediating on their behalf with the L.E.A. and other services. We see staff counselling as an important function in a school.

Disseminating information around the staff on developments within specific Departments and Year Groups. Supporting school curriculum development groups.

Helping staff to identify and further their own career aims; whether at Ashmead or elsewhere. We feel that although school-based I.S.T. is a school investment, the school has a duty to help staff to further their own careers. Over the past three years, most promotions in the school have been internal ones, and this policy is always preferred if we can help *staff to acquire skills and develop appropriately.*

Offering staff appropriate training contacts outside the school on an informal basis. Our connections with the colleges and other agencies often make it possible for us to pinpoint people who can help with specific training needs and arranging introductions and follow-up support. This co-ordinating function has been used quite extensively in the past year, and provides an essential link between school-based training and skilled people outside."

The pros and cons of in-service training committees in all but the smallest schools are currently being considered in the U.K. In this context it is interesting to note that John Bull has now dropped his original plan of working through an in-service training committee because he found it a clumsy and unnecessary procedure. He favours involving colleagues with relevant interests or skills as and when the need arises. Thus he invited a colleague with counselling skills to chair the probationary teacher discussion sessions.

This could lead to an arrangement which is also being considered nationally, i.e. that some schools should have small staff development teams with a deputy head as team leader and responsibility for experienced staff INSET, a younger colleague to co-ordinate induction and a third to look after school practice and student teachers. Such teams may well be viable in large secondary schools though not in primary schools.

9. External Support for School-Focused INSET

The work of external support agencies in school-focused INSET is also difficult to describe because it, too goes largely unrecorded and unstudied. The role of local education authorities and their advisory staff is clearly of great importance but we have no systematic or detailed account of their work (vide Bolam, Smith and Canter, forthcoming). An interesting use of the L.E.A. INSET days, referred to above, to inform school staffs about external support services is the Avon INSET programme outlined overleaf. In his foreword to the descriptive brochure for teachers, the Chief Education Officer for Avon, Derrick Williams, writes:-

"This in-service exercise breaks new ground in Avon. The initiative of the N.U.T. in arranging a major publishers' exhibition on these three days has been matched by the Education Service providing complementary activities, visits to which can be combined with visiting the exhibition, teachers being able to decide independently which particular combination of activities would be of greater value to them.

AVON EDUCATION SERVICE

IN-SERVICE PROGRAMME - 4, 5, 6 MAY 1976

9 30 am - 12 30 pm
2 00 pm - 5 00 pm

Members of staff are asked to indicate which of the services or projects they wish to visit during the morning and afternoon of the In-Service day.

The Brochure gives location and details of each service or project (times of talks, film shows etc). It is envisaged that half the day will be spent at the Publishers Exhibition and half at two or more projects of interest.

Please complete the form and return it to your HEAD TEACHER as soon as possible.

Name

Please tick

Map Code No	Location	Project	am 9 30-12 30	pm 2 00-5 00
1	Hannah More Teachers' Centre New Kingsley Road	Communication skills in Early Childhood (Schools Council)		
	"	Language Development Project (Schools Council)		
	"	Geography 14-18 (Schools Council)		
	"	Geography for the Young School Leaver (Schools Council)		
	"	History 13-16 (Schools Council)		
	"	History, Geography, Social Science 8-13 (Schools Council)		
	"	Science 5-13 (Schools Council)		
	"	Science and Technology Centre		
	"	Music		
	"	Careers		
2	Central Health Clinic Tower Hill	Health Education Service		
	"	Health Education 5-13 (Schools Council)		
3	Holiday Inn, Old Market	Educational Publishers Exhibition		
4	Hardware (Bristol) Ltd Old Bread Street	Home Economics Exhibition		
5	Resources for Learning Devlopment Unit Redcross Street	R L D U		
		Mathematics for the Majority (Schools Council)		
	"	Dean Field Study Centre Exhibition		
6	Bristol Polytechnic Clanage Road, Bower Ashton	Schools Art Service		
	"	Art and Craft 8-13 (Schools Council)		
7	Bristol Remedial Reading Centre, 8 Clifton Hill	Remedial Reading Centre		
8	City Museum, Queens Road	Schools Museum Service		
9	RE Resources Centre Great George Street	Religious Education Resources Centre		
10	Central Library College Green	Schools Library Service		

A wide range of support agencies and Schools Council and other project materials and personnel have been brought together and are described in this brochure. Even if you find it impossible to find time in one day to cover all which is of interest to you, then at least this record may be of value to you for future reference. Every effort has been made to provide something of interest to every teacher whether in primary or secondary schools. If your particular needs have not been met, then please let any of my Advisory colleagues know and I would welcome your suggestions as to how these needs may be met in future.

After the event I would appreciate your comments as to its value or otherwise. Constructive suggestions for future developments would be welcome. No similar use of the in-service day earmarked for centrally organised activities would be planned without careful consideration of the comments received and consultation with interested groups, particularly the County In-Service Education Professional Consultative Group.

The details of the ways in which each day is allocated to a particular area of the County were circulated in a letter to head teachers on 12th December, 1975. These are listed again elsewhere in the brochure. I am sorry that in the present financial climate it is not possible to pay travelling or subsistence expenses, but I hope that the zoning arrangements will allow you to share and co-ordinate your transport with colleagues."

Each of Avon's 8,000 teachers was invited on one of three days and the County's 500 schools were allocated to one of three regional groups for this purpose. This is not, of course, an example of school focused INSET as such but since many teachers attended in groups or departmental teams, various forms of school-focused activities could, at best, arise from it.

L.e.a. advisers, advisory teachers, media resources officers, etc., work with teachers and groups of staff in school settings but there are no easily available accounts of this work. Teachers' centres also work in this way. For example, the Rachel MacMillan Teachers' Centre in Inner London has embarked upon a series of experimental approaches to school-focused INSET and curriculum development. The warden and his two assistants argue that INSET should support curriculum development where and when it is happening and that the readiness of school staff to work in this way and the availability of a suitable school-initiated project is essential. One such activity involved the staff group from a secondary school who were teaching integrated studies. The I.L.E.A. agreed to treat the experiment as analogous to one of its INSET 'Longer Courses' and therefore provided appropriate finance, resources and staffing replacements. Unlike the usual 'Longer Course', this approach did not operate for a six-week block of time but used half days, full days and week-ends in order to avoid upsetting the school's timetabling too much.

Approximately twenty staff from the first and second year integrated studies teams were involved, so timetabling was a major factor. Most of the activities took place at the centre, although there were also visits to other schools and sessions at the school itself. Although it is expected that materials will be produced, the stated aim is to establish a system whereby integrated studies can develop in a relatively self-sustaining way in the school in future. The exercise sought assistance from an I.L.E.A. Media Resources Officer and a librarian. It was originally intended that an external consultant with appropriate experience, who could offer an objective view of the work, might be involved on six or seven occasions throughout but, in the event, the school group rejected this idea.

Universities are also developing work along similar lines. For example, the University of Bristol School of Education has cooperated with local primary schools to mount similar activities for groups of schools. The following is a typical outline programme dealing with problems connected with the high proportion of armed services children in the two schools concerned:

The Emotionally Disturbed Child: Causes and Treatment (With Particular Reference to the Role of the Teacher) Tidworth
(A School-Based Course)

There has been a tremendous amount of research into the causes and treatment of the emotionally disturbed child, and until recently, this area has been regarded as the province of the specialist. It is gradually becoming recognised however, that the class teacher is probably the key figure in the identification and treatment of the child who is showing problems of adjustment. Indeed, children with emotional problems will tend to act them out in the classroom, either directly or indirectly through failure in school work.

A one-day school-based course has been arranged for the staffs of Clarendon County Infants' School, and Zouch County Infants' School, Tidworth, which will aim to deal with the special problems which sometimes confront them when teaching children from itinerant army families. A theoretical approach will be made to the causes and treatment of emotional disorder and a practical one to the role of the teacher in the assessment and treatment of the problems. The course will be given by D. Lawrence, B.A., Educational Psychologist, Somerset Education Committee.

The University has also arranged longer term INSET activities for individual primary schools. The usual pattern here is for the University to advertise the general school-based INSET facility in its termly bulletin to schools. A school may then make a general enquiry which is then clarified and hardened-up in consultation with the University INSET coordinator. The following is an outline of one such programme:

PRIMARY SCHOOL MATHEMATICS

A School-Based Course

at

Catcott Primary School, Bridgwater

Spring Term 1975

At the request of the head of Catcott Primary School, Bridgwater, a school-based course has been arranged for members of staff of the school. In consultation with the staff it was decided that the syllabus should be confined to a mathematics 'skeleton' based on Number throughout the primary school - (5 to 11 years), and the Fletcher (Ed.) series 'Mathematics in Schools' as these books are used throughout the school.

The pattern for each of the eight weekly meetings will be as follows:-

3.0 - 3.45 p.m.	*Tutors work in classrooms with teachers and children.*
4.0 - 5.30 p.m.	*Session for tutors and staff on the topic of Number. The work centres around discussion of the material in the series and this is supplemented by practical-discussion periods using structured apparatus.*

Course tutors: *J. L. Fox, Principal Lecturer in Mathematics, and*
W. E. Nickels, Senior Lecturer in Mathematics,
St. Luke's College of Education, Exeter.

The various ways in which colleges of higher education can provide external support for school-focused INSET are described in sections 6 - 8 of Case Study 2.

External research project teams have also developed school-focused approaches. Elliott and Adelman, 1973, describe one of the aims of the Ford Teaching Project as follows:-

> 'To support classroom action research in the area of Inquiry/Discovery methods by:
>
> (a) Creating the beginnings of a shared tradition of thinking about teaching which would transcend such established educational 'frontiers' as subject divisions, classrooms, schools, and the primary and secondary sectors.
>
> With this in mind we set corporate research tasks for our teachers which we hoped would set their situation specific reflection within a wider context of mutual support.
>
> The tasks we set were as follows:-
>
> (i) To specify the nature of Inquiry/Discovery teaching.
> (ii) To identify and diagnose the problems of implementing Inquiry/Discovery methods, and to explore the extent to which they can be generalised within the project.
> (iii) To decide on strategies aimed at resolving problems, test their effectiveness, and explore the extent to which they can be generalised.
>
> We also established, and have a responsibility for maintaining and adapting, an organisational framework, which would facilitate the execution of these tasks.
>
> First, we got our teachers to agree to meet regularly in school-based teams to compare and contrast experience.
>
> Secondly, we asked head teachers to appoint one member as team co-ordinator, responsible for convening meetings, liaison with us, and supporting the team's work in the school generally. Third, we arranged for school teams within easy reach of each other to meet regularly at a nearby Teacher's Centre. These meetings are convened by a local adviser and we do not attend unless invited. This enables teachers to criticise our work with them freely and the adviser to report problems which may not have been aired in our presence. Fourth, we have arranged for all the teachers involved to meet three times during the two years of the project at 3-5 day residential workshops.'

An account of the project from three teachers who are generally supportive and enthusiastic about their involvement is given by Brown, Green and Pols, 1975.

10. A Rationale for School-Focused INSET

The developments described above were essentially grass-roots movements. Although they may each be justifiable in theoretical terms as substantive innovations, most of them did not have improved INSET as a major goal. The main exception is clearly the professional tutor role which represents a significant attempt to rationalise INSET. Other attempts at formulating a rationale have been made in response to these grass roots developments and using work on educational innovation as a source for a theoretical framework (Hoyle, 1973; Bolam, 1974; Eraut, 1972).

We may distinguish between two broad sources of INSET needs: the needs of individual teachers and the needs of the education system. Yet although the impetus for INSET has sprung from two principal sources, one model of INSET has predominated. This model, whereby individual teachers withdraw from their school to undergo training and then return to their school, is probably well suited to meeting the personal career and education needs of individual teachers, though even this will not always be true. What is becoming increasingly obvious is that it is by no means as well suited to meeting the needs of the education system at its various levels since it ignores the problems faced by teachers when they return to school and seek to implement their new ideas. Moreover, the traditional INSET model is particularly inappropriate for helping schools to become creative or problem-solving institutions. Taking these assumptions as his starting point, Hoyle, 1973, advances four propositions:-

(i) that more INSET should be linked with specific school innovations;

(ii) that more INSET should focus on functioning groups (e.g. a departmental team, the heads of department or a whole staff);

(iii) that schools should establish their own staff development programmes;

(iv) that schools should receive support, including consultancy, for their staff development programmes from local professional centres.

Hoyle is not, of course, advocating that traditional forms of INSET (e.g. short courses, Masters courses) should be jettisoned; merely that the balance should be redressed somewhat in favour of system-focused approaches. The term system focused is here preferred to school-based for several reasons. First, it highlights the need to focus INSET on individuals, groups and indeed a whole school staff within the appropriate system context; second, following Glatter, 1973, it is important to recognise that system focused INSET may take place on or off the school site and may be provided by internal school resources or by external resources. Using a development of Glatter's framework, the table which follows attempts to classify many of the INSET approaches discussed earlier and explore their links with traditional approaches.

Several points need to be made about the table by way of qualification and clarification. Normal staff meetings and discussion groups have been included even though INSET is not their prime purpose: it is assumed that these and similar activities could not reasonably be regarded as counting against any individual teacher's regular entitlement to release. This could be of practical importance in the U.K. when it becomes necessary to identify INSET activities which do qualify for and count against release.

Several of the activities described above can be categorised as externally-provided, on-the-job INSET aimed at sub-groups and the whole staff. Most of these have certain distinct advantages over off-the-job approaches but they are basically traditional in their use of outsiders as trainers or lecturers. An alternative approach uses outsiders as non-directive consultants (Havelock, 1969) but relatively little such work has been done in the U.K. There are, however, at least two growth points. First, there is a developing use of organisation development techniques. Second, the work of Richardson, 1973, has stimulated a great deal of interest in the application of Tavistock-style consultancy to schools and has led to a major follow-up project.

Finally, it is worth sounding a note of caution about school-focused INSET. As yet, it has not been evaluated in any comprehensive or systematic fashion. Indeed, as we have seen, it has hardly begun to be documented and described: there is an urgent need for a survey of good practice to be carried out. Professional opinion throughout the country is generally enthusiastic about it but there is a great deal of confusion about what is actually meant by school-focused or even school-based INSET, and the significance of this enthusiasm is difficult to assess.

Staff Development and Organisation Development at the School Level

PROVISION		LOCATION AND TARGET					
		On-the-job			Off-the-job		
SOURCE	TYPE	Individual	Group	Whole staff	Individual	Group	Whole staff
Internal (i.e. school)	1. Individual teaching experience	*					
	2. Team teaching experience	*	*				
	3. Regular department/staff meetings	*	*	*			
	4. Membership of ad hoc working party (e.g. on curriculum development)	*	*	*			
	5. Resources centre training	*	*	*			
	6. Teacher tutor: a) counselling	*					
	b) training	*					
	c) group discussions	*	*				
	7. Study visits to other schools				*	*	
	8. Study conference	*	*	*	*	*	*
External (e.g. teachers' centre; college of education)	1. Short course				*	*	
	2. Longer course				*		
	3. Secondment to broaden experience (e.g. to curriculum development project)				*		
	4. Field study research in own school	*	*				
	5. Reading/private study				*		
	6. Consultancy (e.g. with L.E.A. adviser or organisation development consultant)	*	*	*	*	*	*
	7. Sabbatical term				*		

A second reason for caution is the danger that it is being welcomed and advocated for the wrong reasons. Some harassed l.e.a. administrators see it as a much cheaper way of providing INSET. Some heads appear to see it as a way of ensuring that external staff, and particularly those from colleges of education, are excluded from INSET activities: this was one reason for the professional associations' insistence that professional tutors should be re-named teacher tutors for the pilot induction schemes. Both of these views deserve to be taken seriously and answered. School-based INSET is almost certainly cheaper if it is restricted to internally-provided, on-the-job activities but the use of off-the-job and externally-provided activities adds considerably to the cost; but if it were to be so restricted, then it would be extremely probably that the INSET needs of the school were being given a higher priority than the needs of individual teachers. Any attempt to exclude external support staff, especially college lecturers, from INSET is essentially misguided and short-sighted: the challenge is to strike the right balance between internally and externally provided INSET, between theoretical and practical studies and between school and individual needs. The use of college staff, in some cases after re-training, is likely to be both professionally and economically essential to achieve this balance.

SECTION 3: CONCLUSIONS

1. INSET Innovations in a De-centralised System

In the preceding section, five case studies of innovative approaches to INSET in England and Wales have been presented and analysed; in the Introductory section the contextual framework for these innovations was outlined. The purpose of this final section is to identify some of the major issues arising from the first two sections and to explore their implications for INSET policy here and elsewhere.

Taken together, the five case studies and the contextual outline highlight one of the most characteristic yet misunderstood aspects of the educational system in the U.K.: its decentralised nature. Typically, people from both inside and outside the British system describe it in terms like pragmatic, teacher-controlled and organic. These terms do accurately describe some important features which are exemplified in case studies 4 and 5. The main claim for school-based or school-focused INSET, for example, is that it is relevant to immediate, practical problems and needs because it is rooted in the school situation, because it is teacher-controlled and because outside 'experts' can be invited or not. The actual content and methods of such school-based activities may, in practice, be very traditional; the schools' 'problem-solving' technology may be unsophisticated; the outside authorities in the form of the L.E.A. and the D.E.S. may have little or no notion of what is going on in school-based training either in individual schools or across the L.E.A. or country as a whole. Similarly, a major appeal of teachers' centres has been their flexibility and responsiveness to the immediate practical needs of their clients - the local teachers and schools.

But this is only one part of the decentralisation story. Simultaneously we have had the moves at national, regional and local levels to promote and coordinate INSET according to some national and agreed plan to deal with various problems and needs. Thus, A.C.S.T.T. and INIST have been established and have produced several discussion papers, the R.C.Cs.T.E. are projected but have met major obstacles, several L.E.A.s have established local INSET coordinating committees. The T.I.P.S. Project case study describes this approach in action: a nationally sponsored project to examine the feasibility of an induction scheme designed to help new teachers and, incidentally, to reduce the impact of a teacher surplus on the profession and the colleges of education. The Open University's INSET activities may also be considered as falling within this pluralistic notion: it acts as a national influence on professional behaviour.

The simplistic notion that Britain has a decentralised system receives its biggest jolt from the example of the contraction of initial teacher training generally and of the colleges of education in particular. There has been no question here of teacher control or organic development: control has been exercised by the government through the D.E.S.; the changes have been traumatic for many of those involved. In general, the apparent incontravertibility of the statistical projections has muted criticisms and objections. More disturbingly, the struggle for a contracting market has led to some novel and extremely unpleasant competition between colleges and between both departments and individuals within colleges. Only recently have the traditionally moderate Association for Teachers in Colleges and Departments of Education (A.T.C.D.E.) and the more militant Association for Teachers in Technical Institutions (A.T.T.I.) joined forces in the National Association for Teachers in Further and Higher Education (N.A.T.F.H.E.) to make objections to specific developments and proposals. One incidental outcome of the contraction of teacher training has been the widespread criticism of manpower planning techniques in education.

2. The Implications of a Teacher Surplus.

The most important feature of the present situation is undoubtedly the dramatically reduced demand for teachers. The consequences of this stark fact ramify throughout the education system but even now it is not easy to grasp or think through all the implications. The most obvious consequences are that teachers face unemployment, that colleges have to close or contract and that many college lecturers face redundancy. However, the particular difficulties of newly qualified teachers have implications for the induction proposals.

Whereas comprehensive schools have commonly had from ten to twenty, and primary schools up to six or seven, probationers each year, in future most primary schools will have no probationers and most secondary schools will probably have less than ten each year. This is because there are far fewer vacancies which in turn is due to the decline in both the pupil population and the number of resignations by experienced teachers. (One can only speculate why this latter phenomenon should be occurring now but at least three factors could be relevant: the general fear of unemployment; the increased relative appeal of teaching following the recent substantial improvement in teachers' salaries; an increased tendency for married women to delay having a family, particularly in a time of high inflation and unemployment.)

Whatever the reasons, there are going to be far fewer - possibly two thirds fewer - first year teachers in future. This should mean that colleges can be more selective in accepting students, provided that the demand for places remains high, that schools can be more selective in accepting new entrants, and that L.E.A.s can ensure that more probationers are placed in sympathetic schools. In short, this should lead to an improvement in the quality of new entrants and in the experiences they encounter during their first year. At the individual level, this will probably make only a marginal difference: individual probationers will undoubtedly continue to need reasonably systematic help from sympathetic colleagues.

At the levels of the school, the professional centre and the L.E.A., however, there will be substantial differences. It will no longer be viable to mount induction programmes exclusively for probationers as has been done in the pilot schemes. The role of primary school teacher tutor, for example, could hardly be justified for one or two probationers in one year if there were to be none over the next three or four years. The role would, however, be viable if it were extended to include a responsibility for student teachers on school practice and INSET for experienced teachers. Similar arguments hold good at professional centre and L.E.A. levels: the whole enterprise makes much more logistic, economic and professional sense if the training activity is seen as a continuum and, in particular, if induction is seen as the foundation year, and an integral part, of INSET.

3. The Importance of Teacher Release for INSET

Release for INSET is of central importance both for its own sake and for its implications for the situation caused by the reduced demand for teachers. The White Paper supported the James Committee in proposing a 3% release for INSET, including induction, and all the projections for the future size of the teaching force are based on the premiss that 12,000 teachers will be needed to make this possible. As we have seen, the 25% reduced teaching load for probationers was the most valued feature of the pilot induction scheme and there is general agreement that release is vitally important for INSET as a whole.

In a situation of teacher surplus, 3% teacher release for INSET increases the demand for teachers by 12,000 and thus reduces teacher unemployment. As far as the colleges of education are concerned, it reduces the number of lecturer redundancies by increasing the number of initial training places and by making the whole INSET exercise viable. The latter point is especially important: at present the colleges' task of planning INSET courses to justify the retention of 20% staff is made doubly difficult because they cannot count on teachers being released to attend their courses.

1977-78 is the latest date given by the government for the start of the build-up towards 3% release but this must depend on the economic situation at the time. When the White Paper was issued the figures for both teacher supply and the economy were in the ascendant. In the present economic crisis, the problem facing the government is to find a way of ensuring that the 12,000 teachers allocated to implement their INSET proposals are actually employed for this purpose by the local authorities. The present block rate support grant system allows local authorities to take the money but to refuse to employ teachers for INSET purposes.

4. Rationalisation of INSET provision

Given the underlying economic crisis and the teacher surplus a key target over the next few years will be the rationalisation of resources for INSET. As far as providing agencies are concetned, this is likely to involve them in a process of self-appraisal to establish how best they can contribute to INSET.

Some university schools of education, for example, are already considering just what their distinctive, and possibly unique, role might be. Taylor, 1975, has posed the issues in the following terms:-

> It might be helpful if we first looked at what we see as distinctive in the role of the university in the improvement of teaching, and had some discussion about the benefits and costs of focussing our resources more narrowly. Such distinctive elements include a major investment in research, a commitment to the critical evaluation of the conventional wisdom of education, the generation and assessment of new practices and ideas, access to high-quality work in the social sciences and humanities and an ability to bring this to bear upon educational problems, the facilities and expertise we have in educating and training men and women for specialist and senior roles in the education service, considerable freedom in course planning and provision, and a position of independence, *vis a vis* employing bodies and teachers' organisations.
>
> If universities agree to accept some of the current proposals for new patterns of regional organisation, and decide to concentrate attention and resources upon the advanced studies and research that constitute their most distinctive contribution, will this strengthen or weaken the influence they might otherwise hope to have upon the evolution of educational ideas and what goes on in school and lecture room? What lessons are to be learnt in this respect from experience in Scotland and some of the Commonwealth countries? At what point does an attempt

> *to maintain a major involvement in course validation, initial teacher education, in-service training, and regional coordination limit rather than enhance the effectiveness of the university contribution? On the other hand, might that contribution be diminished by a willingness to stand back too readily from the organisational and quasi-political involvements that have characterised the post-McNair era? Is such involvement itself a condition of university influence?*

The role of colleges has already been discussed at length but one additional aspect ought to be considered - the professional centre concept. As soon as attempts were made to give institutional expression to the professional centre concept, two broad types emerged. The first type simply involved the designation of the whole or part of a college of education or large teachers' centre as a professional centre. In the Liverpool pilot induction scheme, for example, the Liverpool Teachers' Centre and several colleges of education were each designated as professional centres. The second type involved the designation of appropriate local or regional resources as what might perhaps best be thought of as a professional resource network. In Somerset, for example, several medium-sized teachers' centres and other resources within the county were designated as a professional centre. The original James Committee idea was that institutions would have to reach certain standards in terms of staffing, equipment, library facilities etc. before they could be recognised as professional centres by the projected Regional Coordinating Committees but this condition has now been dropped. It is now far from clear what could or ought to constitute a professional centre or, indeed, whether the concept is a helpful one. The hard reality of the present situation is that up to 20% of staff time in colleges of education is going to be made available for providing INSET, including induction. This is too substantial and significant a resource to be ignored or undervalued and it really matters little whether or not the professional centre label is attached to it.

The role of teachers' centres, in general, appears likely to develop more or less along present lines, though some substantial changes may occur. Thus, they will probably continue to concentrate on the provision of short courses, opportunities for small scale curriculum development, and dissemination facilities for national curriculum projects. Economic pressures will probably lead to steps to rationalise and cut-back on teachers' centre provision. Some smaller centres may be closed; some teachers' centre wardens may be made part-time teachers as well. L.E.A. advisers will probably look increasingly to teachers' centres as the natural base and outlet for their INSET activities. Miles, 1975, identified three distinctive characteristics of teachers' centres: teacher control; smallness of size; and organic rather than centrally planned development. Taken together, the factors outlined above could represent a significant change in these three fundamental characteristics.

Moving to the school level, the major INSET innovation proposed by the James Committee was the professional tutor. In the official pilot schemes they have been renamed teacher tutors and restricted to induction but the other two aspects of the role - initial training of student teachers and in-service training of experienced teachers - are being tried out in some 'unofficial' schemes. The first thing to be said about the implementation of this innovative role is that it has generated a very productive debate about the problems of training probationers and about the needs of the trainers themselves. In my view, this would not have happened had a separate and novel role not been created and had, say, heads or deputy heads simply been asked to take on the duties of a hypothetical teacher tutor. The fact that over 500 teacher tutors had to be trained for this new role in the two pilot areas has added a significant and challenging dimension to our understanding of the problems and opportunities presented by school-coordinated initial, induction and in-service training.

Nevertheless, in the long run it may be better to re-appraise the problem by defining the staff development tasks which need to be done at the school level and by identifying the people within the school who can best carry them out. If any one person is going to be responsible for all three aspects of the role, then it will probably be someone at about deputy head level. In a large school, however, one person could not possibly do justice to these duties and carry a 50% teaching load. Such a school might establish a staff development team consisting of two or three people on scale posts and coordinated by a deputy head. Many schools could extend their existing arrangements for staff development along these lines, at little extra cost. The crucial step is the specific allocation of duties within the framework of an overall school staff development policy.

A second major issue at school level is which of the INSET activities identified in the conclusion to the case study should count against a teacher's release quota. Internally provided INSET will usually have as its main aim the improvement of the system (i.e. the school) and as such it should not, as a rule, involve much release or count against entitlement. It should, however, be the professional responsibility of every head and school staff to ensure that it takes place within a coherent policy framework. By extension, it should also be the responsibility of every L.E.A. to ensure that its schools have such a policy. The main type of INSET which should qualify for and count against entitlement to release will, therefore, probably continue to be externally provided activities of a substantial nature i.e. one term full-time equivalent or more.

Finally, the contribution of other agencies and methods in INSET is, at present, inadequately researched and their potential inadequately thought through. In particular, the role of distance teaching using mass media ought to be more thoroughly explored and exploited.

5. Features of Good Provision

Although the content of INSET necessarily depends upon a variety of particular local or specific factors, there is some agreement at national level about certain desirable features of good INSET provision. At L.E.A. level, the following are considered desirable: the formulation of a coherent L.E.A. policy on INSET, including induction; the appointment of a senior officer, usually an adviser, to coordinate the implementation of this policy; the adoption of identified INSET days as a part of the policy. Similarly, at school level, the following features are thought to be desirable: the formulation of a coherent school INSET policy; the appointment of a coordinator, usually a deputy head or teacher tutor, for INSET and induction within the school; the adoption of identified INSET days within this policy. Within the providing agencies, and particularly the colleges of education, there is a trend towards making an appointment to the staff at a fairly senior level (e.g. dean of faculty or deputy principal) to coordinate the college's INSET programme.

At national, local and school level there is a need to clarify the role of curriculum development in INSET. In particular, the financial and logistic implications of the latest Schools Council policy have yet to be thought through.

Consultative and Planning Procedures

One of the most significant recent innovations in the framework of INSET has been the establishment of consultative and planning machinery to ensure cooperation between the three main interest groups - L.E.A.s, providers and teachers, and to preserve a balance between employer and system needs on the one hand, and professional and individual needs on the other hand.

At national level the ACSTT and INIST committees have been successfully established but the situation at regional level has been complicated by related developments of a political nature.

Machinery at local level has been established in an ad hoc fashion and is made more confusing because of the dual role of L.E.A.s as employers and providers. In the future it will probably be necessary to rationalise and reach agreement on:

a) the respective roles of L.E.A.s, providing agencies and teacher associations in relation to three main tasks:- teacher release, INSET provision and the coordination of INSET at local area level;

b) the respective functions or powers (i.e. who has executive power and who has advisory power) of the three main interest groups in relation to these three main tasks.

At school level, certain heads have established staff INSET committees and other schools will be encouraged to introduce some similar or alternative procedure.

7. Philosophy of INSET

Until recently there had been very few attempts to devise a philosophy of INSET and INSET activities had therefore been essentially atheoretical in the sense that they were not rooted in any theory. However, since the James Report and the White Paper, discussions about INSET have tended to distinguish between two sets of needs - individual and system.

(a) The Professional Development Approach

As was argued in Case Study 5, INSET has tended in the past to consist primarily of externally provided, off-the-job courses for individual teachers. The implicit rationale for this approach was that INSET should be aimed first and foremost at the education and training of individual teachers and that the system would necessarily benefit as a result. This stress on the importance of the professional development of individuals finds its most recent expression in the triple I training continuum (initial, induction and in-service) concept and in the first discussion paper produced by the national INIST committee which outlined a career profile concept as the basis for INSET.

As yet there have been few published attempts to relate the professional development approach to continuing or recurrent education for teachers. It has generally been assumed that they are similar and that there is no necessary conflict between an individual's personal and professional educational needs.

(b) The System Development Approach

The principal alternative to the professional development approach was described briefly in the final part of Case Study 5 where Hoyle's 1973 arguments were outlined. The essentials of this system development or system focused approach are that INSET should focus on groups and innovations within the school and should receive outside support. Eraut, 1972, has described the way in which this can happen and Maw, 1975, has argued that professional tutors, properly conceived, could act as powerful internal change agents to link up with this outside support.

The system development approach is rooted in a particular theory of innovation which has perhaps been most cogently elaborated by Havelock, 1969, who argues that the problem-solving capacity of schools has to be nurtured and developed if effective innovation is to take place. More recently these ideas have been developed in a European context in the C.E.R.I. 'Creativity of the School' Project.

The appeal and advantages of the system development or school-focused approach in the U.K. are evident, notwithstanding the relatively unsophisticated techniques which it currently employs. Nevertheless there are dangers in overstressing it at the expense of professional development, not least that it could lead to employer dominated INSET. The importance of striking the right balance between the two is therefore paramount.

8. INSET Trainers: Credibility and Training Needs

One of the main reasons for the appeal of school-focused INSET is because outside experts frequently lack credibility with classroom teachers and school-focused INSET appears to provide the ideal opportunity for excluding them and including other teachers as course lecturers etc. This credibility gap exists to a greater or lesser extent with all external trainers, including L.E.A. advisers, but it is widest of all between teachers and college lecturers. The latter are invariably labelled as 'remote' and 'theoreticians' with little practical knowledge of contemporary school situations.

How far these views are based upon stereotyped thinking is debatable but they are certainly widely held and have to be taken into account, particularly in a situation where many lecturers face redundancy. Serious thought is, therefore, currently being given to ways of providing opportunities for college lecturers to renew their school teaching experience and of enabling them to demonstrate their professional competence, for example in joint curriculum development exercises in schools.

There is, however, a more general phenomenon which is important: there is considerable indirect and impressionistic evidence that schools are reluctant to seek external help or consultancy of any kind or to use it if it is offered. (This characteristic is, of course, not exclusive to schools: university departments of education, for instance, are not noted for their readiness to seek external help when they embark upon major innovations!) Yet, although it poses major practical and theoretical problems for those advocates of system-focused training who are based outside the schools there is little published evidence that these problems are being faced in training courses for external trainers.

Until recently, there were, in fact, hardly any systematic 'training the trainers' programmes and, even now, they are few in number. Many universities did see their M.Ed. courses as a means of INSET for college lecturers who wanted to teach on Bachelor of Education courses; and the preparation of courses for C.N.A.A. validation has provided a very powerful on-the-job training experience. But, in general, the introduction of 'training the trainers' courses is a post-1970 development. Eraut, 1972, describes a very carefully designed and piloted programme, but this is still exceptional. Most advisers, teachers' centre wardens, college lecturers and university lecturers have received no such training although programmes are being developed.

However, even where they do exist, training the trainer programmes tend to rely upon traditional methods. The early courses for teacher tutors in the Liverpool and Northumberland pilot schemes, for instance, made little use of micro-teaching or interaction analysis. The contrast with certain of the U.S. Teacher Corps programmes could hardly be sharper in this respect. Partly this lack of technological sophistication is due to a deep-seated scepticism on the part of teachers, heads and advisers about the value of such training; in particular, initial or preparatory training schemes are received dubiously. However, the pilot schemes provide a good example of the way practical experience has led to a recognition of the usefulness of on-the-job training and support for tutors and to the serious exploration of more effective training techniques. It may well be that the U.K. is on the verge of a widespread recognition of the importance of effective programmes for training trainers at all levels of the system.

9. INSET Evaluation and Research

To date there have been very few published accounts of systematic attempts to evaluate INSET. The Teacher Induction project is exceptional in that it had an evaluation component built in from the start. The problems encountered by evaluators in this field are, broadly speaking, very similar to those faced by curriculum evaluators and action researchers.

Classical experimental designs are usually inappropriate and the alternative evaluation strategies which have been devised tend to be crude and unsophisticated because of the problems inherent in the task. There is now some consensus about these problems and about the necessity to be satisfied with alternative evaluation strategies (vide Parlett and Hamilton, 1972).

Nevertheless, there is a clear and urgent need for research into the identification and improvement of INSET evaluation methodology at two levels:

a) for large scale and external evaluation by full-time researchers;
b) for smaller scale, internal evaluation by INSET providing agencies.

With respect to (b), the twofold need is for simple and straightforward methods which can be used by INSET practitioners for formative and summative course evaluation and also for self-monitoring of the work of the providing agency itself.

There is, however, an even greater need for an improvement in the INSET research base at national level: at present there is a serious lack of information and research about vitally important aspects of INSET. Comprehensive national information about INSET is now ten years old and, in consequence, disproportionate reliance has to be placed upon ad hoc local and individual research. Strategies and procedures will soon have to be devised for the regular collection at national and regional levels of the following sorts of survey data:-

a. Available Resources - staff (e.g. teacher advisers)
  - institutions (e.g. teachers' centres)
  - methods (e.g. simulation material)

b. Ongoing Activities - especially short courses
  - school-based activities
  - distance teaching

c. Evaluation Procedures

d. Consultation and Planning Procedures

e. Research and Development Activities

f. Costs

g. Teacher needs

h. System needs

More fundamentally, a national policy and strategy ought to be devised for the identification of INSET research needs and priorities, perhaps under the following broad headings:

a. Information collection (of the sort outlined in (a) to (h) above);
b. Research and development.

Examples of work falling under (b) could include a focus on training the trainers; training of administrators; materials development; and training for participation in decision making within schools.

10. Implications for Policy

All major sections of professional opinion in the U.K. are now publicly committed to a policy of expansion and improvement of INSET, including induction, broadly along the lines of the 1972 White Paper proposals: the task is to find the means of implementing this policy.

The essentials of the task are clear. Central government has responded positively to the teacher surplus by agreeing to 12,000 teachers and 20% of college staff being available for an INSET policy based upon 3% annual teacher release in 1981. If this policy is to be implemented, local education authorities must feel able, and be prepared, to finance both the release of 3% of their teaching force annually and the employment of the necessary replacement teachers. This, in turn, depends upon the heads and teachers in individual schools being ready to give this use of teachers priority over, for example, the reduction of class sizes. The fundamental obstacle is, therefore, one of money and professional attitudes.

Within this broad policy framework, certain other major tasks remain. An appropriate and adequate theory or philosophy of INSET has to be devised, discussed and agreed. It will have to strike a balance between individual and system needs and will probably give greater emphasis to the latter. This may well be done, for example, through school-focused approaches which are generally considered to be more relevant than traditional externally provided, off-the-job activities; to offer greater scope for effective improvement in the system; and, finally, to offer no serious threat to individual professional development approaches. Experience could lead to a change of view, however, and for this and several other good reasons, a pluralistic approach to INSET is desirable.

The main practical tasks are to ensure that a rational and efficient use is made of available resources, particularly in the providing agencies. This, in turn, will require the establishment of appropriate planning and consultative machinery at national, regional, sub-regional, local area, providing agency and school levels.

A vitally important ongoing and longer term task for these planning bodies, particularly at national and regional levels, will be to establish appropriate procedures for collecting INSET data and deciding on priorities for INSET research and development work.

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